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CONFIDENTIAL.

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PART LVI.

FURTHER CORRESPONDENCE

RESPECTING

EAST AFRICA.

January to March 1899.

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CONFIDENTIAL.

Further Correspondence respecting East Africa.

Part LVI.

No. 1.

Mr. Berkeley to the Marquess of Salisbury.—(*Received January* 1, 1899.)

(No. 18. Confidential.)
(Telegraphic.) P. *Kampala, December* 11, 1898.

YOUR telegram No. 17.

I consider that Dr. Mackinnon is acting for the best in circumstances that are both very difficult and very discouraging. With regard to drivers, I hear that the Cape boys get intoxicated and demoralize their companions, that the Indians are nearly always sick, and the Swahilis amenable to discipline, but extremely inefficient. I do not know anything about the Cypriotes. There appears to be a consensus of opinion in favour of the employment of pack-animals and of carts as circumstances allow. The question is referred to in my despatch No. 132 of the 6th October.

No. 2.

Mr. Berkeley to the Marquess of Salisbury.—(*Received January* 1, 1899.)

(No. 20.)
(Telegraphic.) P. *Kampala, December* 16, 1898.

YOUR telegram No. 19.

It is to be hoped that Lieutenant Macdonald is well informed in regard to donkeys, but it is doubtful. Dr. Mackinnon and Major Eric Smith being both agreed that there were no donkeys to be got locally, except quite by chance, I suggested they should be procured from India. I understand the Masai decline to part with their own, and to bring a number down from the ravine would require some organization and many months.

No. 3.

Crown Agents for the Colonies to Foreign Office.—(*Received January* 2, 1899.)

Sir, *Downing Street, December* 31, 1898.

WITH reference to your Memorandum of the 26th instant relative to the class of mules to be supplied for the Uganda transport, I have the honour to return the original letter from Mr. Stordy, and to state that the whole question of the supply of mules was carefully gone into about a year since, when exhaustive inquiries were made as to the possibility of obtaining them from Spain, the Argentine, and Syria. The

Argentine mules, it will be remembered, were the only ones at all approaching the stamp of animal required, and our own inquiries, and the experience of the South American Remount Committee of 1897, showed that these mules could only be imported in full cargoes of not less than 500, that they would, under such conditions, cost, delivered at Cape Town, about 18*l.* per head, and that further heavy charges would have to be incurred in forwarding them to Mombasa. Even on these terms only unhandled and unbroken mules could be obtained. In these circumstances, it was determined to try Cyprus as a source of supply, and it offered the substantial convenience of enabling us to secure small consignments of from 100 to 250 mules at a time at moderate prices, and to ship them direct from Cyprus to Kilindini by our railway steamers. As a source of supply, Cyprus has proved to be a success so far as railway mules are concerned, and it is difficult to understand why, under equal conditions of treatment, the Cyprus mules should not have proved suitable for the transport service. I have, however, telegraphed to the Government of Cyprus, and asked whether they can supply a mule of the kind described by Mr. Stordy, and we yesterday received a reply that this can be done. I propose, therefore, with Lord Salisbury's concurrence, to make arrangements for shipping the 150 mules now required for the transport service from Cyprus by the first opportunity.

I have, &c.
(Signed) M. F. OMMANNEY.

No. 4.

Captain E. G. Harrison to Foreign Office.—(*Received January* 2.)

Sir, *Army and Navy Club, Pall Mall, London, January* , 1899.

WITH reference to your letter of the 27th December, 1898, I have the honour to forward the following proposals for the enlistment of 400 Soudanese in Egypt to take to East Africa.

Since receiving the above letter I have had the advantage of seeing Mr. G. S. Mackenzie, of the British-India Steam-ship Company, and also the Crown Agents, and find that there will be steamers leaving Suez for Mombasa on the following dates which would be available to carry the men enlisted:—

British-India ships leave Suez—

21st March, 1899.
19th April, „
17th May, „

The mail-boat connecting at Aden would have to be delayed possibly for one day.

Chartered steamers for Uganda Railway leave Suez as follows:—

One about end of March 1899.
„ between the 20th and 30th April, 1899.
„ every three weeks afterwards.

No actual dates can be given.

The latter boats would require notice before leaving England, but if required to take out mules would be unable to carry Soudanese too.

Looking at the above sailings I would suggest my leaving England about the 3rd February, 1899, arriving in Cairo the 8th or 9th, where Ibrahim Effendi could be telegraphed to meet me at Brigade Office and Shepherd's Hotel, Cairo.

Allowing for certain delays at Cairo and going up the Nile to Berber and Khartoum, I should think it would be feasible to enlist 100 Soudanese, or perhaps more, in time to send them to Suez in time to embark by the British-India ship sailing on the 21st March, 1899.

I might possibly be able to get another detachment off by the Uganda Railway steamer the end of March, but the recruitment of men so much depends on the facilities given by Lord Kitchener and the Egyptian Government that I am not in a position to say how long it would take to enlist 400 men.

For the recruitment of the above men I would ask for the assistance of the following officers to enable me to enlist and send them off by detachments:—

Captain S. Godfrey, } West Riding Regiment.
Lieutenant L. G. Stayner, }
Captain F. Murray, Scottish Rifles.
Lieutenant P. B. Osborne, transferred from Uganda.

The above officers have all been offered service in East Africa Rifles, but have not yet been posted.

I would further request that an army doctor may be temporarily attached to the party whilst in Egypt to medically examine all the men as they are enlisted.

In enlisting Soudanese it must be remembered that each man is allowed to take one wife with him, which will increase the number to 800 persons for transport to East Africa.

I have, &c.
(Signed) EDGAR G. HARRISON, *Captain*,
2nd in Command East Africa Rifles.

No. 5.

Foreign Office to Mr. G. Mackenzie.

Sir, *Foreign Office, January* 2, 1899.

WITH reference to Mr. Bertie's letter of the 31st ultimo, relating to the case of the "Bundhara," I am directed by the Marquess of Salisbury to state to you that he has received a telegram, dated Zanzibar, to-day, from Sir A. Hardinge, in which Sir Arthur says that he and the Zanzibar Government agree in thinking that it would not be safe to land passengers from plague-infected vessels on either Prison or Grave Islands.

Sir A. Hardinge nnderstands from the agent of the ship that there is no likelihood of a mutiny breaking out if the ship goes to sea again at once, but that one might be produced if the ship continued to be detained off the fort. He has told the agent that Lord Salisbury has left the decision in the hands of the local authorities, and that the latter cannot accept the responsibility of giving the ship pratique either at Zanzibar or at Mombasa.

Sir A. Hardinge adds that an effective quarantine station cannot be extemporized to meet immediate requirements, although one might eventually be established at a considerable expense.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 6.

Treasury to Foreign Office.—(*Received January* 3.)

Sir, *Treasury Chambers, January* 2, 1899.

ADVERTING to your letter of the 15th (received the 20th) ultimo and its inclosures respecting the proposed reimposition of import duties in the port of Zanzibar, the Lords Commissioners of Her Majesty's Treasury direct me to inclose a copy of a Memorandum of the 29th ultimo on the subject, which has been received from the Commissioners of Customs.

The Marquess of Salisbury will perceive that, in the absence of more definite information as to what the proposed measures are, it is impracticable to form a judgment upon them.

I am, &c.
(Signed) G. L. RYDER.

Inclosure in No. 6.

Zanzibar Customs Duties.

THE consideration of this question is rendered somewhat perplexing by a certain obscurity as to the scope of the Zanzibar proposals.

In the first place, it is not clear whether the 5 per cent. *ad valorem* tax is to apply to all imports, or only to goods locally consumed. The "Leading Merchant" and the "Assistant Treasurer" speak positively of goods locally consumed. On the other hand, the Customs Master seems to imply (paragraphs 2 and 3, p. 5) that the duty will be

chargeable on "goods imported and kept in stock (in Zanzibar) and then re-exported in retail to other ports."

Further, considerable discussion is given to the question whether the duty should apply to coal, although the local consumption of coal at a place on the equator, and with no manufactures, must be insignificant; and finally the figures on p. 11 of the print clearly contemplate a tax on all imports.

In the next place, it is not clear what "local consumption" means. There is the port of Zanzibar with a population of about 100,000, and there is the territory of Zanzibar, with a much larger population. All the statistics of imports and exports relate to the port only, and it may be doubted whether there are any means of determining what proportion of goods that pass out of the port are consumed in the Sultan's territories.

As the question of abandoning the free port, policy must turn largely on the estimates of produce of customs duties, and on the procedure necessary for their collection, more precise information seems to be wanted as to—

(*a.*) Whether the 5 per cent. duty is to apply to all imports (with certain specified exceptions).

(*b.*) If the duty is to apply only to goods locally consumed, then what means exist of determining the "local consumption" that takes place within the territory, but outside the port.

Perhaps these points could be elucidated by telegram.

Meanwhile, some observations may be made.

It seems clear that a tax on the local consumption of the port of Zanzibar would not be worth having, and it is doubtful whether the local consumption of the territory can be determined with sufficient accuracy to afford a practical basis. If it cannot, the only alternatives would lie between abandoning the proposal altogether, and applying it to all imports.

The draft despatch to Sir A. Hardinge suggests that the Secretary of State would reject this latter alternative. And certainly it is against the practice of civilized nations to levy *customs* dues on goods merely passing through their territories. Moreover, it might be establishing an embarrassing precedent for this country to be a party to such a system.

On the other hand, Zanzibar is in this peculiar position, that she is precluded from making many charges, such as port dues, warehouse dues, &c., which would be the legitimate method of repaying herself for the services she renders as the entrepôt of trade for the East Coast of Africa, and, in these circumstances, a very moderate customs duty may be the only way of securing an adequate return for advantages offered. At any rate, it might be a useful lever for the introduction of a more satisfactory system of taxation. In this connection, however, there is a remark of Sir L. Mathews' worth noting. He says :—

"The increase shown in the receipts year by year, after the free port was established, is due to the bringing forward of various sources of revenue from time to time, nearly all of which were protested against, but which were gradually worked in in spite of all opposition."

This suggests encouragement to pursue the same policy, rather than to revert to general customs duties, *unless* they can be made both productive and simple. Any system of "bonding" or of "drawbacks" must necessarily be complicated and difficult with a Tariff applicable to *all* goods. Even with our limited Tariff, we allow no drawbacks except on tobacco, coffee, and beer; and our warehousing code runs to 614 clauses. It is doubtful if its provisions would be much of a guide for a rough and ready system such as would alone be practicable at Zanzibar.

Board of Customs, December 29, 1898.

No. 7.

India Office to Foreign Office.—(*Received January* 3.)

Sir, *India Office, January* 3, 1899.

WITH reference to the papers received with Mr. Bertie's Memorandum of the 27th December, 1898, regarding cases of plague on board the steam-ship "Bundhara" off Mombasa, I am directed to forward copy of telegraphic correspondence with the Government of India on the subject.

It appears that the Venice Convention of 1897 contemplates isolation of the sick from an infected vessel, quarantine of the healthy people on board, and other measures of disinfection and purification; but the Convention does not contemplate repulsion of a vessel save in the case of her refusing to submit to quarantine. The further papers received with your Memorandum of the 31st December, 1898, show that representatives of the steamer captain have urged that quarantine may be practicable on islets off Zanzibar Island, while there is a possibility that repulsion may lead to a mutiny among the coolies, besides stopping the supply of labour from India for the Uganda Railway.

Lord George Hamilton is glad that telegraphic representations in this sense have been made to the Consul-General and Commissioner at Mombasa, and his Lordship hopes that some less severe measure than repulsion of the steam-ship "Bundhara" from the British East Africa Coast may be found possible.

Since the foregoing paragraphs were written, Lord George Hamilton has seen Sir T. H. Sanderson's letter to Mr. G. S. Mackenzie, dated the 2nd January, 1899. It appears therefrom that Sir A. Hardinge is wholly averse to letting the crew and coolies of the steam-ship "Bundhara" establish a quarantine station on one of the islets outside Zanzibar.

If the objection is found to be insuperable, then, in view of the great injury to the coolies, to the Steam-ship Company, and to the prospects of the Uganda Railway by the repulsion of the "Bundhara," contrary to the terms of the Venice Convention, I am to suggest that Sir A. Hardinge should be invited to let the vessel lie in quarantine at some distance from the shore off Zanzibar, if the captain desires it. She might be inspected daily by the Medical Officer from the shore. If further plague cases occur on board, and if no quarantine arrangement is possible in accordance with the Convention, she might be finally repulsed. But if no case occurs within ten clear days from the last seizure the coolies might be allowed to land, under due precautions as to disinfection of their baggage.

I am, &c.
(Signed) A. GODLEY.

Inclosure 1 in No. 7.

Lord G. Hamilton to the Government of India.

(Telegraphic.) *India Office, December* 30, 1898.

STEAMER "Bundhara" from Kurrachee, with 1,300 coolies, had plague on board when reaching Mombasa, 27th December. She is not allowed to remain, even in quarantine, and will not be admitted Zanzibar; will probably return to India. It is stated that due precautions were not taken before embarkation. Please inquire and let me know result.

Inclosure 2 in No. 7.

The Government of India to Lord G. Hamilton.

(Telegraphic.) *December* 31, 1898.

YOUR telegram about ship "Bundhara" at Zanzibar.

Inquiry is being made as requested. Meanwhile, we call attention to Section 8, Chapter II, of Venice Convention. Proposed action of Zanzibar authorities is opposed to Convention, injurious to commercial interests, and dangerous to lives on ship.

No. 7*.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 3.)
(Telegraphic.) P. *Foreign Office, January* 3, 1899.

WITH reference to my telegram No. 145 of the 24th ultimo:

You should telegraph briefly your observations on the scheme of the Intelligence Division. No reduction of other estimates would be thereby entailed.

No. 8.

*The Marquess of Salisbury to Sir E. Monson.**

(No. 1. Africa.)

Sir, *Foreign Office, January* 3, 1899.

THE Treaties between Zanzibar and the various Powers enumerated in the margin,† contain stipulations, either directly or through the operation of the most-favoured-nation clause, which sanction the levy of a duty not exceeding 5 per cent. *ad valorem* on all goods and merchandize entering the dominions of the Sultan of Zanzibar. This duty once paid is to cover such goods from all other charges on the part of His Highness.

Certain articles are indeed liable, by special mention in the Treaties, to an increased duty, and others are exempted, but otherwise the subjects of the Treaty Powers are not liable to be taxed by or on behalf of His Highness the Sultan or his authorities with any other duties, customs, or taxes, whether for their persons, houses, lands, or goods.

The effect of these Treaties, which were based on the condition of things obtaining in Zanzibar before Her Majesty's Government assumed the Protectorate, has been to prevent the execution of many works of public utility which are carried out in other countries by funds obtained from dues paid by the persons who specially benefit by such works.

A notable instance of this has frequently been brought to the notice of Her Majesty's Government, namely, the want of proper lighting on the coasts of the Zanzibar dominions, and the consequent risks and drawbacks to which all shipping frequenting those coasts is exposed.

The letter from Lloyd's Agency, of which a copy is inclosed,‡ alludes to the total wreck of the steam-ship "Zanzibar," of Hamburg, off the coast of the Island of Zanzibar, on the 24th July last, as a case in point.

The Government of Zanzibar is fully alive to the want of proper lights, and has reason to believe that the Shipping Companies, having agencies in Zanzibar, would acquiesce in the payment of light dues for the purpose of providing them.

The due proposed would be at the rate of 1 anna on every registered ton, and if to this a harbour due of one more anna were added, the Sultan's Government would undertake to light the buoys showing the entrance to Zanzibar, and to light the whole harbour itself.

Speaking generally, the scheme would include a good stone lighthouse at Ras Kegomache, on the north end of Pemba; a light on an iron pole on Mesale Island, south of Pemba; a lighthouse already in process of construction off Chunbi Island, south-west of Zanzibar; another one at Kizimkazi, south-end of Zanzibar; and another one on Latham Island.

The probable execution of a scheme for lighting the port of Zanzibar was foreseen in the Treaty between Germany and Zanzibar of 1885, Article X of which provides specially for the contingency, and identical provisions were introduced in the same Article of the Treaty with Great Britain of 1886.

Her Majesty's Government are prepared to sanction the imposition of the proposed dues on British shipping on the following conditions:—

1. That really adequate lighthouses are provided;
2. That the dues will only be levied when they are complete;
3. That accounts of the receipts and expenditure of the dues are carefully kept and published;
4. That provision be made for the reduction of the dues if they should hereafter become disproportionate to the expenditure.

They cannot, however, take this step unless the other Powers having Treaties with Zanzibar are willing to do the same, as it would be out of the question to expose British shipping to differential treatment. I have therefore to request your Excellency to furnish a copy of this despatch to the Government to which you are accredited, and to say that, in the interests of all the shipping doing business in Zanzibar waters, Her Majesty's Government trust that it will agree to the imposition of light dues on the

* Also to Sir F. Lascelles, Sir J. Pauncefote, Sir H. Rumbold, Sir C. Scott, Sir H. MacDonell, and Sir P. Currie (all No. 1, Africa).

† Austria-Hungary, France, Great Britain, Germany, Italy, Portugal, Russia, and United States.

‡ Lloyd's, August 26, 1898.

conditions and for the purposes herein laid down, on the understanding that all the other Powers having Treaties with Zanzibar, to each of whom a similar appeal has been addressed, will also agree.

I am, &c.
(Signed) SALISBURY.

No. 9.

Mr. Gray to Foreign Office.—(*Received January* 4, 1899.)

Sir, 2, *Paper Buildings, Temple, December* 30, 1898.

IN reply to Mr. Bertie's letter of the 12th December, transmitting for my observations Sir A. Hardinge's despatch of the 20th October and connected papers with reference to Regulations for the protection of police officers in the service of the Zanzibar Government and of the East Africa Protectorate, I have the honour to submit the following observations.

In the first place, I desire most fully to recognize the difficulty of the situation in which Sir A. Hardinge's Government was placed by the Judgment of Mr. Collinson, and the urgency of the necessity for preventing a repetition of similar decisions. Mr. Collinson's Judgment, which is now sent, does not induce me to alter the views expressed in my letter of the 3rd August which were arrived at upon Sir A. Hardinge's short statement of its effect and reasoning.

With regard to remedying the situation by Queen's Regulations, I would observe that a Regulation making resistance to the local police an offence would be free from technical objection.

As compared with the Penal Code provisions, the difference would be that the offender would be liable only to the maximum penalty prescribed for breach of Queen's Regulations.

This is, I think, undesirable, as it is obvious that cases may arise in which the full Penal Code penalty (two years' imprisonment, &c.) would not be too much.

The Regulation made by Sir A. Hardinge is worded otherwise. It says in terms that resistance to certain officers in certain circumstances is to be deemed resistance to a public servant within the meaning of the Penal Code. The plain meaning of such words is that the penalties of the Penal Code are to apply, the statement of the penalties being the gist of the sections referred to. A Judge would thus be in some difficulty in construing a Regulation which appeared to authorize the Indian penalties, while his hands were tied as to penalties by the Order in Council.

I was not aware of the issue of the similar Regulations as to Uganda Railway servants to which Sir A. Hardinge refers in his despatch. These Regulations appear to have been issued to meet the difficulty created by a Judgment of the Court for Zanzibar in which the Court, acting upon the influence to be drawn from the Railway Act 1890 quite properly, as it seems to me, held the railway servants in question not to be a "public servant."

I should prefer not to discuss further the legal correctness of Mr. Collinson's Judgment, which as a decision of a Court of law must be respected. I may, however, be excused for a further reference to it, by reason of Mr. Cracknall's observations (as related by Sir A. Hardinge) made in his capacity as a member of the Protectorate Council. "Mr. Cracknall doubts," writes Sir A. Hardinge, "with reference to the particular case of Mr. Asavaid whether his attempt to violate a merely Mahommedan law respecting the seclusion of females was in itself an offence, and whether this being so an assault on police attempting to prevent it, even assuming them to be public servants, was a resistance to them in the execution of their duty."

Upon the materials before me (Sir A. Hardinge's despatch of the 9th June and Mr. Collinson's Judgment) I feel bound to question both the statement of fact and the legal inference.

Asavaid was not charged with attempting to violate any Mahommedan law of seclusion; he was charged with resisting a constable in the discharge of his duty. The woman, though described as a Circassian, appears to be a Zanzibar subject, or under Zanzibar jurisdiction, and the constable was performing a duty in respect of her.

Asavaid assaulted the constable while in performance of his duty. His offence begins and ends here. That the seclusion of females is not British law seems to me to have nothing to do with the case; it does not seem to be questioned that it is the law of the country.

The Penal Code provision is for the preservation of public order, and thus, if it be found that the officer was performing his duty, and that a British subject assaulted him in the performance of it, an offence is committed. Mr. Cracknall quotes an Indian case in which resistance to a sepoy "not acting legally" was not held to be an offence. That is no doubt perfectly good law, but in Asavaid's case there seems to be no question that the constable was acting legally.

I have in my previous letter submitted reasons founded upon the section of the Penal Code and its explanatory note, for the opinion that a Zanzibar constable is a public servant within the meaning of that section.

There appears to be some lurking misconception as to the effect of exterritoriality upon the questions involved in Asavaid's case. The Sultan can make or apply any Law he thinks fit as to the seclusion of females. Such a Law applies only to women under his jurisdiction and not to British subjects. Within the restricted sphere of its operation the Law is perfectly valid, and no British subject has a right to interfere with its execution.

In reference to my observation that the Law of the Penal Code had not been questioned in East Africa, Sir A. Hardinge refers me to Mr. Collinson's Judgment. I note that Mr. Collinson lays it down that the Indian Codes do not apply to Zanzibar subjects, but I do not appreciate the force of this reasoning. The Codes apply to British subjects, and the case in question was that of an offence by a British subject.

Even if it were to be admitted that there was a shadow of doubt as to the application of the Penal Code at Zanzibar, where the constable was executing Zanzibar law, I do not think any Judge would entertain such doubt in East Africa where the constables are, I believe, servants of Her Majesty. I am quite at a loss to understand the reasoning of Mr. Collinson, as interpreted by Sir A. Hardinge, that the nationality of the particular constable has any material bearing upon the liability of the British subject. I am also quite at a loss to understand the observation that "it seems obviously unfair that a Zanzibar subject should have all the benefits conferred by a British law, and yet at the same time not come within the mischief of the same." What is unfair in requiring that an officer of justice should be allowed to perform his legal duties without molestation? Is it unfair in England or any other civilized country to protect a foreigner from assault unless we impose upon him all the burdens of citizenship?

With respect to the Regulations issued by General Mathews and Mr. Cracknall in 1894, I do not question that they may be justified by the exigencies of the situation at Zanzibar, though they constitute an invasion of the exterritorial principle. They are quoted by Sir A. Hardinge solely as providing already for the arrest of British subjects found resisting the local police. I beg to point out that, far from providing an adequate penalty for such resistance, they provide no penalty at all, except the liability to arrest, and that it would not have been proper that they should provide a penalty, their scope being merely arrest, and not punishment. They do, however, raise a consideration which Mr. Cracknall might be invited to weigh, viz., that they render a British subject liable to arrest if found committing this particular act which is described as a crime, but as to which Mr. Cracknall entertains doubts whether it be a crime in all cases.

The present difficulty is one which, in my humble opinion, ought not to have arisen, but as it has arisen, it must be dealt with; and as I believe it would be desirable, with reference to other provisions of the Indian Penal and Criminal Procedure Codes, that modifications and adaptations should be made by the Secretary of State, I think the best course would be to request Sir A. Hardinge to consult the Zanzibar Judges and Mr. Cator as to the modifications and adaptations which appear to them to be necessary, and to include in such General Order a direction with respect to public servants. Similar Orders should probably be given also with respect to the Criminal and Civil Procedure Codes. I beg to submit a first sketch of an Order with respect to the Criminal Procedure Code, which I showed to Mr. Cator when he was in England. It might, perhaps, be of use to Sir A. Hardinge in suggesting the lines of modifications in this and the other Codes.

With regard to any such modification of the Penal Code as to public servants, I submit that the kind of direction which seems necessary is one merely in amplifi-

cation of the explanatory note to section 21 of the Penal Code, that is to say, a direction that as to offences committed in relation to public servants, persons falling under any of the descriptions in section 21 are to be deemed servants, whether they are appointed by, or are in the service of, Her Majesty or of the Sultan of Zanzibar or any other Power having jurisdiction in Zanzibar.

I have, &c.
(Signed) A. GRAY.

Inclosure in No. 9.

Suggested Form of Order by the Secretary of State.

1N pursuance of the powers conferred upon me by Article 11 of "The East Africa Order in Council, 1897," I hereby direct that in the application of the Criminal Procedure Code (Act V of 1898) to the East Africa Protectorate the following modifications shall be made:—

1. The provisions as to Presidency towns and Presidency Magistrates shall not apply.

2. Notifications required by the Code to be made in the "Gazette of India," or other Gazette shall be made by such public Notice as the Commissioner shall direct.

3. The powers of the High Court under section 526 of the Code for the transfer of criminal cases may be exercised by the Protectorate Court with respect to all Courts subordinate to that Court.

4. The powers conferred by section 554 of the Code upon a High Court not established by Royal Charter shall be exercised by the Protectorate Judge, with the previous sanction of the Commissioner.

No. 10.

General Post Office to Foreign Office.—(*Received January* 4.)

General Post Office, January 4, 1899.

Sir,

I AM directed by the Postmaster-General to acknowledge the receipt of your letter of the 21st ultimo, announcing that, according to a telegram received from Her Majesty's Consul at Zanzibar, the Government of that place are disposed to join the schemes for penny postage on letters passing to and from various parts of the British Empire, and for a revised parcel post scale, but have some hesitation in signifying their definitive adhesion in view of the loss which they fear may be involved.

In reply, I am to state, for the information of the Marquess of Salisbury, that the reduction in the receipts at Zanzibar which wonld attend the institution of a penny rate of postage on letters from that place for the United Kingdom is estimated at 100*l.* a-year.

Large numbers of letters are dispatched from Zanzibar to India and other places which have adopted penny postage, and from the incomplete Returns available it is roughly calculated that the further reduction in respect of this correspondence would be not less than 200*l.* a-year.

As, however, transit payments, with the exception of those for mails conveyed by the special services, such as that through France and Italy, will be based on the weights taken in May 1896, and will be subject to certain reductions of rate agreed to at the Washington Postal Congress, increase of correspondence will tend to diminish any loss arising from the relation of the transit payments to the postage collections.

The adoption at Zanzibar of the proposed new scale for parcels would involve an immediate loss of only about 15*l.* a-year; and in these circumstances the Postmaster-General presumes that there will be no difficulty in agreeing to his proposal on this subject.

I am to add that, inasmuch as the principle of Imperial Penny Postage has now been conceded by Her Majesty's Government, the Duke of Norfolk would, of course, be glad to see the scheme adopted as widely as possible throughout the

British Empire; but he has no wish that the scheme should be pressed upon any Government not prepared to adopt it; and the question whether the Lords Commissioners of the Treasury should be approached with a view to a grant from Imperial funds to meet any loss which the Zanzibar Government might incur is one which will no doubt be decided by the Secretary of State.

I am, &c.
(Signed) S. WALPOLE.

No. 11.

Mr. Craufurd to the Marquess of Salisbury.—(*Received January* 4.)

(Telegraphic.) *En clair.* *Mombasa, January* 4, 1899.

YOUR Lordship's telegram of the 3rd January.

Mackinnon states that there are sufficient rugs in hand for mules now in country. Each new lot of mules will require rugs unless reports to the contrary are received. Large stock of harness now in hand; no more presently required; but two artillery field forges of latest pattern without anvils or blocks are urgently needed.

No. 12.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 4. Africa.)
(Telegraphic.) P. *Foreign Office, January* 4, 1899.

STRONG protests have been received from the Indian Government, from the India Office, and from the owners of the "Bundhara" against her being sent back to India. In such an event there will, it is clear, be an end to all furtner supplies of labourers for the Uganda Railway from India, an extremity which should, if possible, be avoided. It will, however, have to be endured rather than incur the danger of the plague being introduced into Africa. Ten days have now elapsed without a case of plague, and, according to Venice Rules, the vessel should now be safe. Would she not be safe if left at sea for another week?

In view of the instructions you received in May last, you ought by now to have had a quarantine establishment ready. I understand that there is a promontory near Kilindini, where, with a little preparation, a large number of coolies could be kept isolated. What is the objection you have to some such course being adopted? Even were this ship sent back to India, a quarantine station must be provided immediately for future contingencies so long as there is plague in India. How is it that you have not been able to provide one since first the question arose ten days ago? There should be no further delay in providing it.

I am, &c.
(Signed) SALISBURY.

No. 13.

Foreign Office to Crown Agents for the Colonies.

Gentlemen, *Foreign Office, January* 4, 1899.

I HAVE laid before the Marquess of Salisbury your letter of the 31st ultimo respecting the supply of mules required by the Uganda Transport Service, and I am directed by his Lordship to inform you that he concurs in your proposal to obtain 150 mules from Cyprus.

I am to request that the animals may be dispatched as soon as possible, and that this Department may be informed as soon as the date of sailing is fixed.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 14*.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 5.)

(No. 4.)
(Telegraphic.) P. *Zanzibar, January* 5, 1899.

I AM consulting the medical authorities in regard to your Lordship's telegram No. 4.

Except it were on an island, I should personally be averse to a quarantine station in East Africa. When the question seemed more serious from the appearance of plague in Madagascar, I wrote to your Lordship on the subject in my despatch No. 391 of the 15th December. Previously we trusted to precautions hitherto successfully taken by the India Government, the neglect of which at Karachi is the cause of present trouble, as we had no funds for quarantine camps, staff, and police, which would have been extremely costly.

We have at Mombasa a small lazaret for ordinary purposes, and another one here, but they cannot accommodate over 1,000 coolies.

To provide proper quarantine station in ten days would, however, have been quite impossible, as I will explain by mail, and from your telegram No. 149 I was led to believe that your Lordship approved the refusal of pratique altogether to infected ships, as is done in the neighbouring German and other territories.

No. 17.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 6. Africa.)
(Telegraphic.) P. *Foreign Office, January* 5, 1899.

WITH reference to your telegram No. 4, please report on the present condition of the "Bhundara," the date on which the last case occurred on the "Bhundara," and as to her present condition.

No. 18.

India Office to Foreign Office.—(*Received January* 6.)

Sir, *India Office, January* 6, 1899.

I AM directed by the Secretary of State for India to acknowledge the receipt of Mr. Bertie's letter of the 6th January last, forwarding copy of further telegraphic correspondence regarding the detention of the steam-ship "Bundhara" off Mombasa and Zanzibar.

Apparently the last plague cases on board the vessel recovered on the 27th December, and no fresh cases have occurred since. The authorities at Mombasa consider that twelve clear days of quarantine after the removal of the convalescents, instead of ten days from the occurrence of the last case, should be required. Lord George Hamilton would have preferred to adhere to the term of quarantine settled at the Venice Convention by the Representatives of the European Powers, with the assistance of the best expert opinion available.

The decisions of the Venice Conference have been of great service to Indian and to British trade; and so far as is known, the plague epidemic has not been carried from India to other countries by vessels on which those decisions are observed.

It may have a far-reaching effect on the behaviour of other nations towards vessels from India if it is known that British authorities have not confidence in the prudence of the decisions embodied in the Venice Convention. But, if Lord Salisbury does not think it advisable to press this point, Lord George Hamilton will be prepared to acquiesce in his decision.

In two of the telegrams from Mombasa stress is laid on the allegation that adequate precautions were not taken at the Indian port of Kurrachee, whence the "Bundhara" brought her coolies. The Government of India have promised to ascertain and report the actual facts in this matter.

Meanwhile, it will be within Lord Salisbury's recollection that the precautions to be taken in regard to coolies for the Uganda Railway, in so far as they differ from the standing Regulations enforced for all other purposes in India, were settled in communication with the Foreign Office, Lord George Hamilton still holds the view, taken last summer, that it was safer and wiser, both for the coolies themselves and for the inhabitants of Africa, to send off labourers enlisted in districts free from plague, according to the procedure then settled, than to keep them for a fortnight under surveillance at some railway station, where they might have contracted diseases of different kinds.

I am, &c.
(Signed) A. GODLEY.

No. 19.

British India Steam Navigation Company to Foreign Office.—(*Received January* 6.)

Sir, 9, *Throgmorton Avenue, London, January* 6, 1898.

WITH reference to Sir A. Hardinge's telegram of yesterday, as time is of importance, might I venture to ask you to lay the following remarks upon it before Lord Salisbury?

2. As far as we, the owners of the steamer, are concerned, our object in trying to get pratique for the ship is to avoid the lamentable interference with the rapidly-growing trade between India and East Africa, together with the serious consequences and probable costly litigation which sending the ship back to India, with her cargo and passengers, will entail upon the ship-owners, the shippers, and passengers.

3. If the vessel has to return to India without landing her cargo of 2,500 tons and passengers, the claims which will be made upon the Government by the owners of the cargo and by the passengers, besides the claim which will be made by the ship, will be heavy—I should put it down at not less than 50,000*l*. In stating this I do not intend to seek an admission that the Government will admit liability, I merely desire to give an indication of the probable loss which will be entailed, which someone will have to bear, be it the Government or others.

4. Sir A. Hardinge excuses himself for not having a quarantine-ground ready on the score of expense. From my practical experience of twenty years in India, I venture to say that a quarantine camp, such as is used in India for natives, to accommodate 1,500 or 2,000 men, need not cost more than 15,000 or 20,000 rupees, and it passes comprehension how the Government of British East Africa could have been a party to the importation of many thousands of coolies and large numbers of native troops within the past twelve months from India, where plague has been prevalent for the last three years, without having provided a place in accordance with the Venice Convention Rules in which the men could have been placed in event of a vessel arriving at Mombasa with plague on board. It is an admitted barbarity against which this country has long consistently, and at last successfully, protested to keep sick people cooped up in a ship, and all civilized nations now have their quarantine depôts into which the sick are landed immediately on a vessel's arrival.

5. Sir A. Hardinge objects to a quarantine station being provided on the mainland, but how many ports in the world, which have adopted the Venice Convention Rules, have islands at their doors on which to form quarantine stations? I have never heard of a port refusing to provide a quarantine station because it had no island close by. Take the case of Suez, the quarantine station is at Moses Wells on the Arabian Coast, a few miles from the town.

6. As regards the contention that German East Africa repels plague-stricken ships, I have not heard of this having been done so far; but even if it be the case, there is practically no trade whatever yet between India and German East Africa, and there is no analogy between British and German East Africa so far as their relations with India are concerned. German East Africa has not been importing from India thousands of coolies and other passengers, and enormous quantities of cargo as British East Africa has recently been doing, and if she could only get the Indian trade, I make bold to say she would not be slow in providing the quarantine facilities, without which it cannot be conducted.

7. It would almost appear as if Sir A. Hardinge has failed to realize that the coolies and other passengers from India are fellow subjects of the Queen, and entitled to as much consideration as though they were white people, and he seems to have trusted to the chapter of accidents preventing the possibility of sickness occurring on board a vessel from India, and to have conceived, in the event of sickness arising, that he could order the vessel back to where she came from irrespective of all the consequences to the interests involved, in the belief that he would thereby save his administration the paltry cost of providing a quarantine camp.

8. If the Government of East Africa intended to repel from Mombasa vessels from India with plague on board, it was clearly their duty to have made this known in India to the public who are engaged in trade with the African Coast, and to the coolies whom they were recruiting for service on the railway.

9. Things have got into their present state by the neglect to provide the recognized facilities, and we have taken considerable trouble to overcome the difficulty, and I hope the Administrator will see his way to adopt the proposal telegraphed to him on the 4th to let the passengers land when his medical advisers are satisfied they are all in good health or to arrange for them landing in quarantine.

10. The following telegram was received from the master of "Bundhara" last night from Zanzibar:—

"Last case recovered 27th December, there has been no sickness aboard since then except one case rheumatism, we have sufficient stores to last for five days, how many more days must we wait? Am afraid mutiny, there was a serious disturbance among the passengers this morning."

To which the Directors replied :—

"Highly appreciate your exertions under grave difficulties, we hope you will be able to keep passengers quiet for a few days longer; arrange to get supply stores in quarantine."

I have, &c.
(Signed) JAS. L. MACKAY.

No. 20.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 7. Africa.)
(Telegraphic.) P. *Foreign Office, January* 6, 1899.

YOU should lose no time in setting up a quarantine camp, and you should allow no obstacle to stand in the way of your so doing. I concur that an island would be the best place for such an establishment. Had the camp been ready, as it should have been, the convalescents might have been moved into it a week ago, and by this time the ship would have been safe.

No. 21.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 8. Africa.)
(Telegraphic.) P. *Foreign Office, January* 6, 1899.

"BHUNDARA." The owners assert that if the ship is sent back to India there will be a loss of 50,000*l*. A Court of Law will, however, no doubt, have to fix the amount, whatever it may be, the Zanzibar Government will have to defray, as the loss in question will have been occasioned by their failure to provide a quarantine station. The repulsion of an infected ship is not admitted by the Venice Rules, and if, when these were brought to the notice of the Zanzibar Government in May last, they came to the resolution to pursue the quite exceptional policy of sending a ship back, they were bound to communicate their intention to the Indian Government.

For these reasons, and in order to prevent the India trade being stopped, it seems to me of great importance that, if such a course can be safely pursued, the ship should not be sent back.

In any case, however, it is absolutely necessary that a quarantine camp should be provided with the utmost possible speed, either ashore or on an island. It would be quite inexcusable if this misfortune were to occur again owing to some fresh neglect.

No. 22.

Sir J. Mackay to Foreign Office.—(Received January 7.)

Sir, *London, January* 6, 1899.

IN answer to your letter, received this evening, asking for any observations I may have to make on Sir A. Hardinge's telegram No. 5 of the 5th instant, I have the honour to submit the following for the consideration of the Marquess of Salisbury :—

2. It may be possible that Kilindini Promontory is unsuited for a quarantine camp, and I admit that those on the spot are the best judges of what part of the surroundings of Mombasa would be best suited for the purpose, but I would point out that, in absence of any suggestion from the other side, Kilindini Promontory was only mentioned with the object of indicating the views held here as to the kind of place that would be suitable. If Sir A. Hardinge had been desirous of carrying out the suggestion to form a camp, I think, in condemning Kilindini Promontory and the Islands at Zanzibar, which were originally proposed by Mr. Mackenzie, he would have had no difficulty in recommending or finding another place. It will be extraordinary if the Administrator of British East Africa is unable to find a piece

No. 19*.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 6.)

(No. 7.)
(Telegraphic.) P. *Zanzibar, January* 6, 1899.

THE Protectorate Council met to-day. I delayed replying to your Lordship's telegram No. 3 until I could confer with that body. We think that the general situation is sufficiently reassuring to render any large or immediate additions to our military expenditure unnecessary, and that the levying of a camel corps should be postponed until some attempt has been made to establish civil administration in territory between Lake Rudolph and the Upper Juba. Camels do not answer in the greater part of Jubaland province, including Ogaden, and the Sub-Commissioner at Kismayu is against using them there, though they may eventually do well in the Boran and Rudolph country. We also think that it would be an unnecessary expense to retain the Indian contingent beyond the two years for which it is engaged. A combination of Swahilis and Soudanese would suffice, and in Uganda conditions are so entirely different from ours that analogy which is based on the latter is deceptive. Further, we advise the gradual introduction of the Intelligence Division scheme, minus Indians and camel corps, during the next two years, so that the new force will be ready to take the place of the Indian contingent when the latter leave. I would propose the utilization of the new military officers for administrative and political duties in the new districts which, in the course of the next two years, may be created on the northern frontier.

of unoccupied ground in the neighbourhood of an extensive harbour and anchorage such as Mombasa, where the population is sparse, suitable for a rest camp for 1,500 Indian coolies, who are accustomed to live in the open, and who, when engaged on the railway, will be living in the jungle under much greater hardshid than they could possibly experience at Mombasa. As to the large force of police required to keep the unfortunate people in order, to which Sir A. Hardinge referred in a previous telegram, I might point to the fact that they have now been imprisoned for thirteen days on board "Bundhara," subject merely to such moral restraint as a captain and four European officers can impose, and which, I fancy, would be less than that of two armed sepoys patrolling a quarantine camp.

3. The precautions recommended by the Medical Board, which Sir Arthur Hardinge has summoned at Zanzibar, are beyond those laid down by the Venice Convention Rules. For instance, the Zanzibar Board declares that the passengers remaining on board "Bundhara," after the sick who have recovered have been removed, even although there has been no fresh case of sickness for over ten days, must remain another twelve days in the ship, and then undergo seven days of isolation ashore before they can be pronounced unlikely to spread infection, making twenty-nine days altogether from the date of the recovery of the last case, while the Venice Convention says that, in event of a vessel arriving at a port with plague on board, her sick and her healthy passengers shall be landed at once, the sick being put into hospital and cared for, while the healthy are kept under observation for a period of only ten days before being pronounced safe. It is for his Lordship to judge whether the Medical Board at Zanzibar, consisting of four doctors, or the medical authorities of the Venice Convention, embracing, as it did, all the medical science of Europe, is the better authority.

4. As to the imputations cast upon the Indian Government, I will leave that Government to speak for itself, confining my observations to the remark that I recently spent two months travelling in India, and I found the Rules laid down for the prevention and spread of plague, both in the country and on those leaving the country, carefully observed. On this subject I will, however, add that I think it is unfortunate that Sir A. Hardinge, the Head of a portion of the Administration of the Empire, should support the reflections made upon the Government of India, which is another portion of the Administration of the Empire. The Government of India have come under a covenant with the nations of the world to carry out the Rules laid down by the Venice Convention for the prevention of the spread of bubonic plague, and it is mainly owing to the confidence reposed in the *bona fides* of that Government as regards the observation of these Rules that the external trade of India has been permitted to proceed practically unhampered, despite the prevalence of plague in the country. For one of the Queen's Administrators to make or support imputations on the Government of India on this subject is, I submit, a dangerous procedure, and one that might have far-reaching and baneful effects. Sir Arthur Hardinge, instead of setting himself a fortnight ago to endeavour to meet the difficulty which arose from his failure to carry out his instructions of May last to comply with the Venice Convention formula, has persisted, and still persists, in his attempt to throw the steamer and all those on board of her back upon the Government of India, and the explanation is not difficult to find.

5. As regards the protest of the "Zanzibar Government" against the landing of the "Bundhara's" cargo, I would point out that more than one vessel has arrived in England which has had plague on board, but no question has been raised as to the landing of their cargoes, nor do the Venice Convention Rules prohibit the landing of cargo from vessels in which there may have been cases of plague. If this "protest" were upheld, it would follow that no cargo could be landed from India into any other country. If the cargo which is down in the hold of "Bundhara" is infected with plague germs, it must have been infected before it left India, as it could scarcely have been infected on board.

6. I notice that Sir A. Hardinge puts forward the Zanzibar Government as objecting to "Bundhara" obtaining pratique, and, while Her Majesty's Administrator may nominally not have absolute control at Zanzibar, a question on which the Foreign Office has more information than I have, the same cannot be said as to his control at Mombasa, which is the destination of the coolies, and the port from which the vessel under Sir A. Hardinge's orders was originally repelled. It is not clear, in fact, why he introduces the Zanzibar Government into the question at all.

7. I sent you a telegram to-night reporting that "Bundhara" had telegraphed "All well" on board this afternoon. I think Sir A. Hardinge should be instructed to carry out the Venice Convention Rules as being safer than any Regulations proposed by a Board of four doctors at Zanzibar. If these Rules are observed, no one can be blamed for plague getting in to Africa should it unfortunately get in there. If the Rules are good enough for Egypt and Europe, with their dense populations, they ought to be sufficient for East Africa, where there are but few people. As, however, Sir Arthur Hardinge has proposed restrictions which go far beyond anything contemplated by the Venice Convention, perhaps it would be desirable to obtain professional expert advice on the case, and be guided by that.

I have, &c.
(Signed) JAS. L. MACKAY.

No. 23.

Local Government Board to Foreign Office.—(*Received January* 7.)

Sir,

Whitehall, January 7, 1899.

I AM directed by the Local Government Board, with reference to your letter of yesterday's date as to the case of the "Bundhara," to forward to you the inclosed copy of a Memorandum by Sir R. Thorne Thorne, the Board's Medical Officer, on the subject.

I am, &c.
(Signed) S. B. PROVIS, *Secretary.*

Inclosure in No. 23.

Memorandum by Sir R. Thorne Thorne.

AFTER reading these papers embodying telegrams between the Foreign Office and Sir A. Hardinge at Mombasa, I see no reason in any way to modify the views which I expressed when I attended a meeting held at the Foreign Office with a view of laying down certain regulations for the prevention of plague in British East Africa in connection with the frequent arrival at Mombasa of coolies, from ports of British India, for the purposes of the Uganda Railway.

The decisions which were come to as the result of that meeting were, in effect, as follows:—

1. Isolation on shore of any case of plague arriving on board ship in a port of East Africa.

2. Detention under observation of remainder of coolies and crew for a period of ten days, after the last case of plague. This detention was intended to be on shore, but it was, I believe, considered possible that the vessel might, on occasion, be used for this purpose.

3. Disinfection of those portions of the vessel which had incurred risk of infection, and disinfection or destruction of infected articles of clothing, &c.

These measures were supplementary to measures of precaution which were to be adopted at the ports of departure. But, in expressing my satisfaction with their sufficiency, I would say that, even if any of those preliminary measures had been neglected, the measures for adoption at the port of arrival would only need to be varied by the amount of disease to be isolated owing to such failure at the port of departure.

The measures decided on obviously involved the preparation in advance of the necessary means of isolation, and of maintaining the hitherto healthy under observation, and I remember that mention was made at the meeting referred to of the existence of tents for these purposes.

Such means of isolation would be about the best procurable, and this the more so because the bubonic form of plague does not extend aerially, and the pulmonary form is only infectious through the air at close quarters.

As regards the actual proposals made in the telegram No. 5, 5th January, 1899, from Sir A. Hardinge, Zanzibar, I would observe—

1. The plague patients should be at once disembarked and properly isolated on shore, as proposed.

2. The proposal to keep the remaining passengers and cargo on board for twelve days after the disembarkation of the sick implies that no such arrangements for this purpose as were decided on have been made. I know no reason for extending this period from ten days, as laid down in the Venice Convention, to twelve days.

3. It is, I assume, the failure to have prepared means of isolation in advance on shore that leads to the suggestion of a second detention of seven days, presumably under arrangements still to be made, on disembarkation after the twelve days' detention, without the occurrence of a further case on board. The need for the second detention presupposes that the disease may be contracted by reason of infection still clinging to the ship, which cannot be properly disinfected whilst the coolies and crew are on board. This seems the only justification for it.

4. This possibility of infection may be increased by the detention, as proposed, on board for the twelve days of the cargo; and if the vessel be infective, the cargo in turn has twelve days more in which to become infected. If the cargo be infected, the sooner its infective property is destroyed by disinfection the better; if it be not, there is no reason why it should not be landed at once, to be dealt with as may be deemed requisite.

5. The proposal to disinfect passengers before the second period of detention is one I do not understand. If it presupposes the existence of undetected plague, or the passing of a person through the period of incubation of plague, I know no process which the individual could survive which will have any effect at all, either on the bubonic or the pneumonic form of the disease. The cleansing of the individual may be desirable, and obviously all wearing apparel would be disinfected.

6. Disinfection of the vessel, if attempted with coolies and crew on board, as proposed, would probably be so incomplete that it should be renewed after these are landed; and then the vessel should be dealt with as healthy.

In brief whilst it is impossible, under the most stringent regulations that are consistent with the maintenance of communications with a country infected with plague, to prevent all chance of importation of a disease presenting at times such mild and such obscure phases as does plague, I do not attach any value to the restrictions which it is proposed to enforce in excess of those laid down in the Venice Convention, except in so far as they may have become necessary in view of the absence of arrangements for carrying out the terms of that Convention.

(Signed) RICHARD THORNE THORNE.

January 7, 1899.

No. 24.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 7.)

(No. 8.)

(Telegraphic.) *En clair.* *Zanzibar, January* 7, 1899.

YOUR Lordship's telegram No. 142.

Number of slaves freed by Courts in each quarter of last year is following:—

March quarter	..	..	..	..	..	90
June „	..	..	..	..	..	522
September quarter	..	..	..	..	..	630
Decemher „	..	..	..	..	..	558
						1,800

Children freed without compensation under Khalifa's engagement during year, 230; slaves freed by owners in Registrar's Office, 765; of these 760 freed in Zanzibar and 5 only in Pemba; in all 2,735 registered as free, but Government estimate that about 1,000 more have contracted as free labourers outside Courts. Applications of slaves for registration as freemen are diminishing, as masters in both islands are paying wages of free labourers to their men, whether formally freed or not.

No. 25.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 9.)
(Telegraphic.) P. *Foreign Office, January* 7, 1899.

YOUR telegrams Nos. 4 and 5 of the 5th January.

The following observations are made by Sir R. Thorne Thorne, Medical Adviser to the Local Government Board, and Representative of Her Majesty's Government at Venice and all recent Conferences :—

[Repeats Inclosure in Local Government Board's letter of the 7th January.]

No. 26.

The Marquess of Salisbury to the Lord Chancellor.

THE Marquess of Salisbury presents his compliments to the Lord Chancellor, and transmits to his Lordship the papers, noted in the inclosed list, relating to the question of the obligations of British subjects serving in the administration of the East Africa Protectorate in connection with the restitution of slaves to their owners.

The circumstances in which the question arises were set out as accurately and as fully as the information in the Foreign Office permitted in the reference of the 20th September, 1898, to the Law Officers of the Crown, a copy of which is inclosed (Paper A). Their Report in reply, dated the 29th November, is also inclosed (Paper B).

That Report was communicated to Her Majesty's Commissioner and Consul-General in the Protectorate for his information and guidance.

No legislative measures have been adopted in the Protectorate since the date of the reference to the Law Officers of last year, and the position generally remains what it then was. At the beginning of September 1898, Mr. Brewin and Mr. Duckworth, writing to the Secretary of State for the Colonies, called attention to the case of a girl named Kombo, and of her father and mother, which appeared to bear in a very direct manner upon the opinion expressed in the House of Commons by Her Majesty's Attorney-General as to the illegality of a British subject taking part in the restoration of a slave to his owner. The details of the case were not made clear in the letters from Messrs. Brewin and Duckworth (Papers C and D) to Mr. Chamberlain, which are alluded to above, and Her Majesty's Commissioner and Consul-General was therefore instructed to report on it. His report has not yet been received ; but meanwhile, the accompanying letter (Paper E) has been received from the British and Foreign Anti-Slavery Society, the inclosure in which contains several letters on the case, which will perhaps enable the Lord Chancellor to form a sufficiently clear idea of what took place.

In a telegram of the 2nd instant (Paper F), Sir A. Hardinge reports that the return of the girl Kombo and of her parents to their owner was prearranged ; but this information does not appear to bear on the legal point now under consideration, as it seems from Mr. Craufurd's letter of the 21st June, printed at p. 7 of the inclosure in the letter from the British and Foreign Anti-Slavery Society, that the owner chose to deal with the matter through the Courts of Law in order that his ownership in the slaves might be judicially declared.

The case will evidently be brought forward in Parliament, and Lord Salisbury would, therefore, be much obliged if the Lord Chancellor would consider it and express his opinion on the point of law which is involved in it, namely, whether a British subject acting as an officer of the administration of that part of the East Africa Protectorate wherein the status of slavery is recognized by the territorial law is bound to assist, within the scope of his official duties, in carrying out that law, although he be thus taking part in restoring a slave to his owner ; and, if so, in what way he should protect himself against the law which, according to the opinion expressed in the House of Commons by Her Majesty's Attorney-General, he would be breaking in so doing.

Lord Salisbury would be much obliged if the Lord Chancellor would also be good enough to make any general observations which may occur to him in connection with

the case, and which his Lordship may consider as likely to be of assistance to the Secretary of State in dealing with the conflict of law which appears to exist.

The matter is of some urgency, as Mr. Brodrick is receiving a deputation of the Anti-Slavery Committee of the Society of Friends on the 13th instant, and the question is likely to be raised in the House of Commons as soon as it reassembles in the debate on the Address.

The correspondence forwarded in the letter from the British and Foreign Anti-Slavery Society mentions also the case of a girl named Heri Karibu. The Judgment delivered in this case by Mr. Craufurd, Her Majesty's Sub-Commissioner at Mombasa, sitting as Judge of the Native Provincial Court of the East Africa Protectorate, will be found at p. 4 of the accompanying number of the "Zanzibar Gazette" for the 4th May, 1898 (Paper G). This Judgment is sent to the Lord Chancellor, as it contains a reference to the opinion expressed in the House by the Attorney-General, and shows the view which has been taken of it by Mr. Craufurd in his judicial capacity.

Foreign Office, January 7, 1899.

List of Papers.

(A.)	To the Law Officers (with the papers inclosed therein) ..	September 20, 1897
(B.)	Law Officers	November 29, 1898
(C.)	Mr. Brewin	August 31, „
(D.)	Mr. Duckworth	September 1, „
(E.)	British and Foreign Anti-Slavery Society	December 17, „
(F.)	Sir A. Hardinge .. .. (No. 3, Telegraphic)	January 2, 1899
(G.)	The "Zanzibar Gazette"	May 4, 1898

No. 27.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received January* 9.)

(No. 1. Africa.)

Berlin, January 6, 1899.

My Lord,

WITH reference to my despatch No. 99, Africa, of the 19th August, 1898, I have the honour to report that the "North German Gazette" has received the following information, from a reliable source, on the subject of fresh cases of rinderpest in South-west Africa.

It was especially owing to the opposition of the natives that it was not possible to completely carry out Dr. Koch's system of lymph inoculation followed by inoculation of rinderpest blood, which was introduced in South-west Africa by Dr. Kohlstock. Consequently there remains the possibility of contagion in the case of cattle that have not been inoculated.

Such cases of contagion actually occurred in the district of Omaruru, in the month of September 1898. Oxen that had not been inoculated, and that had been brought from a district in Ovamboland hitherto free from rinderpest, sickened of the plague at Otjethavera and Otjimakoko. Of twenty-six cases nine had a fatal termination. Young oxen, also not inoculated, caught the infection, and several died. However, by means of isolating the infected district, and by inoculating the young cattle, the further spread of the plague was prevented.

The slight mortality among the cattle, and the excessive duration of the disease, have led to the conclusion that although the seeds of infection still exist in the Protectorate, they appear in a far weaker form than on former occasions. It has also been proved by these recent experiences that those cattle which had undergone the combined process of inoculation described above, not only resisted ordinary infection, but that even the oldest of them, who were inoculated a year and a-half back, were in no way affected by the artificial application of the poison, but remained perfectly well.

The communication quoted by the "North German Gazette" concludes with the observation that the conduct of the Government of the Protectorate has been justified by these experiences, in refusing to listen to the hostile criticisms which have frequently come from Cape Colony, on the methods of Drs. Koch and Kohlstock. It

has further been demonstrated by the events above mentioned that it is possible to arrest the spread of fresh cases of plague among uninoculated cattle by the energetic application of the above methods.

I have, &c.
(Signed) FRANK C. LASCELLES.

No. 28.

Minute by Sir R. Thorne Thorne on Sir A. Hardinge's Telegram No. 12, *January* 9, 1899.
(*Received at Foreign Office, January* 9.)

I REGRET to say that further useful advice on this case, beyond the general statement I have made, involves knowledge of the local circumstances. This, of course, I do not possess.

But I may perhaps be allowed to observe:—

1. The need for really stringent control of the coolies while under observation, after the removal of all persons sick of plague, depends on whether the sick have been so isolated on board that the hitherto healthy have not had opportunity of becoming infected.

2. The need for landing the hitherto healthy, after the removal of the sick from the vessel, instead of keeping them under observation on board, depends mainly on whether the coolies have such accommodation in the vessel as will admit of the disinfection of first one and then another part of the vessel being efficiently carried out.

3. The need of a separate doctor for a few plague cases has not been deemed necessary in the cases we have treated in this country. Plague is not communicable from one person to another through the medium of a third healthy person, unless by means of infective clothing. Change of clothing should suffice to remove any such risk.

(Signed) RICHARD THORNE THORNE.

January 9, 1899.

No. 29.

The British India Steam Navigation Company to Foreign Office.—(Received January 9.)

Sir, 9, *Throgmorton Avenue, London, January* 9, 1899.

I UNDERSTAND that Sir A. Hardinge has at last, under pressure from Lord Salisbury, arranged to provide a place into which to land the 1,000 coolies for Mombasa, who have already been detained on board the "Bundhara" since the 26th December last, a period of about fourteen days, but that he proposes to refuse to permit the bag cargo, which the steamer has on board both for Mombasa and Zanzibar, to be landed at these ports, insisting that it shall be taken back to India.

2. This course is at variance with the Rules laid down by the Venice Convention, and on behalf of the owners of the steamer, as well as the shippers and consignees of the cargo, I desire to enter a formal protest.

3. It is difficult to understand what good purpose Sir A. Hardinge can have in view in proposing to repel the cargo on board the "Bundhara," unless he intends to discontinue communication with India altogether. If he carries out his intention and sends the cargo back to India in the vessel, there is nothing to prevent it being put into the next ship leaving for East Africa, when presumably, if there is no plague on board that vessel, the cargo will be taken ashore in the usual course.

4. I have the honour to request that you will lay this communication before Lord Salisbury, in the hope that his Lordship will see fit to give orders that the Rules of the Venice Convention are to be carried out, and that the vessel, after she has got rid of her passengers and been disinfected, may be admitted to free pratique and permitted to discharge her cargo and prosecute her voyage.

I have, &c.
(Signed) JAS. L. MACKAY.

No. 30.

Mr. Craufurd to the Marquess of Salisbury.—(*Received January* 9.)

(No. 3.)
(Telegraphic.) P. *Mombasa, January* 9, 1899.

WITH reference to your Lordship's telegram No. 2 of the 7th January, Uganda Transport Estimate for 1899–1900 is as follows :—

		£
(*a.*)	Officers and clerical staff	7,500
(*b.*)	Native staff	14,000
(*c.*)	Equipment column	300*
(*d.*)	Animals	15,000
(*e.*)	Local transport, Mumia's to Lake	4,800
(*f.*)	Erection of stables	1,500
	Total	46,100

Transport of 1,200 loads a-month by carts is provided by the above Estimates, on the presumption that the railway put in order the road, the cost of repairs to which is not included herein. Mackinnon understands that the estimated cost of road repairs has been telegraphed to the Foreign Office by the Chief Engineer.

No. 31.

Copy of a Telegram received from Sir G. Molesworth, dated January 9, 1899.

THINK it very advisable to make roads from Nakuro to Port Florence, and transport steamer by that route in preference to Mumia's.

No. 32.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 12. Africa.)
(Telegraphic.) P. *Foreign Office, January* 9, 1899.

IT is understood that it is proposed to decline to let that part of the "Bhundara's" cargo which is in bags be landed either at Zanzibar or Mombasa. Is this the case? See remarks by Sir R. Thorne Thorne already sent you.

No. 33.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 13. Africa.)
(Telegraphic.) P. *Foreign Office, January* 9, 1899.

WITH reference to your telegram No. 8.

Please state how many were women of the slaves freed last year.

Give also the number of cases in which the Courts refused compensation on the ground that the slaves were held illegally.

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* *Qy.* 3,000*l.*

No. 34.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 14. Africa.)
(Telegraphic.) P. *Foreign Office, January* 9, 1899.

THE risk which would attend landing in an isolation camp under Venice Rules has been reduced to a minimum by the lapse of time—more than a fortnight—which has occurred since the last case. The passengers would run a greater risk if they were sent back to India in a ship not thoroughly disinfected, with a cargo in a similar state.

The passengers should be landed in an isolation camp on an island, and care should be taken that the required disinfection is thoroughly carried out. If such is the wish of the Government of Zanzibar to, which place the cargo is consigned, this latter may be dealt with in the manner you suggest.

No. 35.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 15. Africa.)
(Telegraphic.) *En clair.* *Foreign Office, January* 10, 1899.

YOUR telegram No. 12 [of 9th].

Sir R. Thorne observes as follows:—

"The need for landing the hitherto healthy after the removal of the sick from the vessel, instead of keeping them under observation on board, depends mainly on whether the coolies have such accommodation in the vessel as will admit of the disinfection of first one and then another part of the vessel being efficiently carried out.

"Plague is not communicable from one person to another through the medium of a third healthy person unless by means of infective clothing. Change of clothing should suffice to remove any such risk."

No. 36.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 16. Africa.)
(Telegraphic.) P. *Foreign Office, January* 10, 1899.

WITH reference to your telegram No. 12, you are authorized to spend what is necessary, within the limits laid down, for dealing with the present case. You should not pledge yourself to any expenditure in connection with a permanent establishment beyond what is requisite for the present case, which seems likely to be exceptional. The estimates you have submitted seem to be altogether extravagant, and cannot be sanctioned till despatches have been received, and the items submitted to experts here. The remarks made by Sir R. Thorne Thorne, which are being sent you to-day, tend to show that in one instance, at any rate, the estimates are excessive.

No. 37.

Foreign Office to British India Steam Navigation Company.

Sir, *Foreign Office, January* 10, 1895.

I HAVE laid before the Marquess of Salisbury your letter of the 9th instant respecting the passengers and cargo of the "Bhundara," which has arrived off the East Africa coast with plague on board; and I am directed by his Lordship to state that any representations which you may wish to make in regard to the ship herself, or in regard to her cargo, must be addressed to the local authorities.

Lord Salisbury interfered in the case to prevent the persons on board being sent back to India, because, after the lapse of time which had taken place since a fresh case of plague had occurred, it was much safer to disembark them under proper precautions than to send them back to India; but the course to be pursued with respect to cargo is much less clear, because the information on the subject in the

possession of this Department is more imperfect, and his Lordship, therefore, does not think he would be justified in overruling the decision of the medical authorities on the spot.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 38.

Opinion by the Lord Chancellor in reply to Foreign Office of January 7, 1899.—(*Received January* 11.)

I THINK the opinion of the Law Officers of the 29th November, 1897, is accurate, in so far as it states the question of law.

The speech of the Attorney-General and of Sir Robert Reid, if I am to understand what they said as applicable to the mere administration of the law existing in Zanzibar, is, I think, quite inaccurate, and, indeed, not consistent with the opinion in question; but the difficulty of dealing with either of the speeches arises from the vagueness and generality of the propositions laid down. It is quite true, as Sir Robert Reid said, that there are many Statutes binding upon British subjects wherever they are—*e.g.*, Acts prohibiting slave-trading; and I quite agree that for a British subject to buy or sell a slave would, under a Statute, be a crime in him wherever the sale was effected.

But no one, so far as I can judge from the papers, has been guilty of any such crime. Then we must inquire what has in fact been done, and what Statute has made it an offence. I am not aware of any Statute upon the subject, and to make an offence of it there must be a Statute.

To say that it is contrary to the common law, as is said in the third page (A) of the letter of Mr. Allen, and also by Bishop Tucker, is simply ridiculous, and exhibits a total ignorance of the history of the slave question.

I should have thought, after the Judgment of Lord Stowell in the Grove case, concurred in as it was by that great American Judge Story, no one could be found to maintain so untenable a proposition; and if that proposition is as wholly baseless as in my opinion it is, then it is obvious to ask what Statute has made it illegal in a British subject to administer the law of a foreign State which admits slavery as one of its institutions.

As I have said, it is quite out of the question to argue the illegality of either slavery, or even slave-trading, as contrary to the common law. The British Legislature has repeatedly recognized the legality of both. An Act of George II actually made negroes in the plantations seizable in execution for debt; and the great Statute of 1833 recited the right of the owners to their slaves, and gave the compensation for their manumission of them in return for the right which that Statute took away.

I would suggest that the Law Officers should themselves be asked what act herein referred to is a breach of British law, and, if so, of what law.

I concur in Mr. Craufurd's reasoning so far as this particular question is concerned, but I am bound to add that I am not quite satisfied that his elaborate Judgment for the liberation of the slave Karibu is one which would be supported upon the grounds on which he relies.

So far I have advised simply upon the question of law, but, as matter of policy, I should think it would be wise to get educated natives to administer the Slave Law, as, indeed, I think Sir A. Hardinge suggests himself; and, as a matter of argument, I think it might be pointed out what an enormous advance has been made by acting with the good will of the Sultan, and how dangerous it is for the ultimate success of the cause of total abolition not to respect and administer honestly the reservations, which are small and temporary while these reservations last.

(Signed) HALSBURY.

House of Lords, January 10, 1899.

P.S.—Since writing the above I have received the despatch of Sir A. Hardinge on the subject of the number of slaves enfranchised. What peril there would be of interfering with such progress if we exhibited any disposition not to keep our side of the bargain.

H.

No. 39.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 11.)

(No. 17.)
(Telegraphic.) *En clair.* *Zanzibar, January* 11, 1899.

YOUR Lordship's telegram No. 13.

Number of women, exclusive of children, freed 1364, of whom 937 freed by Courts and 427 by owners out of Court.

Compensation refused in 405 cases out of total number freed. Illegal tenure hard to prove in majority of cases.

Most applicants so far old inhabitants or slaves born in island.

No. 40.

*The Marquess of Salisbury to Sir A. Hardinge.**

(No. 3.)
Sir, *Foreign Office, January* 11, 1899.

MY attention has been called to the fact that in some instances an Officer Commanding the forces of Her Majesty's African Protectorates in mentioning in despatches the names of officers who have distinguished themselves has added recommendations as to the nature of the military rewards which should be conferred upon such officers.

Such a recommendation goes beyond the province of the Commanding Officer, and you should convey an intimation to that effect to the Commandant of the forces in the Protectorate.

I am, &c.
(Signed) SALISBURY.

No. 41.

Foreign Office to Treasury.

Sir, *Foreign Office, January* 11, 1899.

THE attention of the Marquess of Salisbury has recently been recalled to the question of outfits for officers selected for service in the Protectorates on the East Coast of Africa, which are under the administration of this Department.

The Lords Commissioners of Her Majesty's Treasury will recollect that in their letter of the 12th September, 1894, they laid it down that military officers going to Uganda for a short period were to be allowed outfit allowances not exceeding 100*l.*, but that a military officer or civil assistant or medical officer going for a longer engagement ought not to expect an outfit.

This ruling was followed for nearly two years, but in their letter of the 25th July, 1896, their Lordships expressed the opinion that only the Commissioners at the head of the three African Protectorates ought to be granted more than the bare expenses of the passage out.

In December 1897, however, the Lords Commissioners sanctioned a scheme for the military reorganization of the Uganda Protectorate, under which a sum of 100*l.* was to be allowed to officers for outfit; but they subsequently suggested (Treasury, 24th January, 1898), that a sum of 50*l.* only should be granted to all military officers to whom a pledge had not been given to pay more. This decision was accepted by this Department (to Treasury, 3rd February), but it was at the same time explained that the Protectorate administration would provide officers with tents and travelling kits.

The Lords Commissioners thereupon urged that, this being so, an outfit allowance of 30*l.* would be sufficient (Treasury, 9th February), but ultimately, in deference to further representations from this Department (to Treasury, 19th February), they consented to allow the amount to remain fixed at 50*l.* (Treasury, 26th February).

The question has since been brought before the Secretary of State in various ways, and his Lordship feels that in view of the large number of officers now being

* Also to Mr. Berkeley (No. 2), Mr. Sharpe (No. 4), and Sir R. Moor (No. 1).

employed, and the more permanent nature of the forces to which they are appointed, it is desirable to reconsider the question, and to lay down a fixed rule for the future.

The practice of the War Office is understood to be that officers receiving an appointment of a permanent nature, such as an appointment to the regular forces of a Protectorate, receive no outfit; while the question in the case of temporary appointments is decided on the merits of each case. This would appear to be in accordance with the views of the Lords Commissioners, as expressed in their letter of the 12th September, 1894, and to meet the general principle. But in practice it gives rise, owing to the very varied conditions of service in the Protectorates, to claims and questions which are difficult to decide and are apt to lead to discontent. The solution would appear to lie in fixing the salaries for both classes of appointments at a sufficiently liberal rate to attract officers of the desired qualifications, and to discontinue entirely the grant of outfits. In the case of officers desiring immediate pecuniary assistance to buy an outfit, the Crown Agents have already power to make an adequate advance of salary.

The above suggestion is no doubt open to the criticism that the rates of salary assigned to officers in the different Protectorates are very varying, those in Uganda and East Africa are liberal, while those in the Niger Coast Protectorate and British Central Africa are comparatively small, as will be seen by the inclosed Table.*

The matter is, however, very much one of supply and demand. If it is found that a good class of officer can no longer be attracted to the latter Protectorates on the smaller salaries, these latter must be increased. On the other hand, it might be possible in Uganda and East Africa to reduce the pay somewhat in the case of future appointments, a course which would find justification in the diminishing hardships of life in those Protectorates as means of communication are improved and the present state of unrest disappears.

Lord Salisbury would be glad to be favoured with their Lordships' views on the considerations above set forth.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 42.

Foreign Office to Admiralty.

Foreign Office, January 11, 1899.

Sir,

HER Majesty's Commissioner and Consul-General for the East Africa Protectorate has inquired of the Senior Naval Officer at Zanzibar whether one of Her Majesty's ships could proceed to Manda on the East Coast of Africa and put her condensers at the service of the camp of observation which will be there established for the purpose of landing the coolies and other passengers who arrived on the "Bundhara" off Mombasa on the 27th ultimo with cases of plague among them.

The Lords Commissioners of the Admiralty hesitate to comply with this request because there would be risk of infection, and because another ship would have to be detached for the purpose of keeping up communications with the ship if sent to Manda.

The Marquess of Salisbury directs me to request you to inform their Lordships that the matter is urgent, and the case probably exceptional, and his Lordship trusts that the Lords Commissioners will instruct the Senior Naval Officers at Zanzibar to give what assistance they can.

The last cases of plague on board recovered on the 27th ultimo, and there have been no fresh cases since.

I am, &c.
(Signed) FRANCIS BERTIE.

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* Not printed.

No. 43.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 381.)

My Lord, *Mombasa, December* 11, 1898.

I HAVE the honour to report that His Highness the Sultan of Zanzibar to-day concluded a visit of nearly a month to his mainland dominions. He had for some time past been thinking of proceeding for a change of air to Lamu, and this plan ultimately developed into that of a State visit, both to Lamu and to Mombasa, including an excursion on the Uganda Railway.

His Highness left Zanzibar for Lamu on the 20th ultimo on Her Majesty's ship "Fox," arriving there on the following day. He spent ten days there altogether, the Sub-Commissioner's house being fitted up for his reception, and was greatly benefited in health by the cool and wholesome breezes of Lamu Island.

He left Lamu on board Her Majesty's ship "Fox" on the 1st instant, reached Mombasa on the 2nd, and, after a stay of four days, proceeded up the Uganda Railway line as far as Railhead (Imali), performing the journey, there and back, in five days, inclusive of one day's complete rest in camp at Imali. His Highness was much interested in and pleased with his excursion on the railway line, and expressed his desire to introduce a light railway, as soon as the state of the finances permitted it, into the Island of Zanzibar.

He embarked this afternoon on his ship the "Nyanza," which sails at daylight to-morrow for Pemba, where the Sultan will spend about four days before returning to Zanzibar.

I was present both here and at Lamu to receive the Sultan, and accompanied him, as did also the Chief Engineer of the Uganda Railway, on his excursion to Railhead. Both at Lamu and at Mombasa he was received with royal honours, the streets being decorated, and triumphal arches, &c., erected in his honour, and salutes fired on his arrival and departure.

He held a public baraza both here and at Lamu, and afterwards a private reception of the Walis, Cadis, and other officials of the Province of Tanaland, at Lamu, and of the Province of Seyyidieh at Mombasa, and distributed to them the usual presents of swords of honour and turbans, together with gifts of money for the mosques and poor of their respective towns. He also bestowed, on my recommendation, various classe sof his Order of the Brilliant Star on such of the native officials as had been most conspicuous for their loyalty and good conduct at the time of the Mazrui rebellion. A number of short-sentence prisoners were released, at His Highness' request, in honour of his visit, both here and at Lamu.

The Sultan honoured me with his presence at dinner on two occasions here, on the first of which I invited the principal European officials and residents, with a few Europeanized Arabs, to meet him, and on the second of which I gave a purely Arab dinner to the principal Walis, Cadis, and local Sheikhs. He also entertained at his table, both here and at Lamu, the leading English Government officials.

His Highness was accompanied on his tour by Brigadier-General Raikes, Captain Agnew, and Dr. Spurrier, of the Zanzibar Government, as well as by three influential Zanzibar Arabs (Mahomed-bin-Ali, one of the chief land-owners of Zanzibar, Mahomed-bin-Seff, and Tippu Tib), Sir L. Mathews remaining behind at Zanzibar to superintend public affairs during his absence.

His Highness the Sultan of Witu came down, at my request, to Lamu to meet the Sultan of Zanzibar, attended by the principal Witu Sheikhs and the two Walis of Hindi and Mkunumbi, and received from His Highness a present of a gold-belted sword of honour.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

No. 44.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 382.)

My Lord, *Mombasa, December* 11, 1898.

I HAVE the honour to transmit herewith the text of the Judgment delivered by the High Court of Zanzibar in the Mombasa Railway land cases, the substance of which I reported in my telegram No. 122 of the 29th ultimo.

Your Lordship will observe that this Judgment differs widely from that of the Protectorate Court, awarding nearly four times as much compensation to the appellants, besides giving them the value of the station and other buildings erected on their land, on the ground that that land, being exterritorial, is subject to English law, and not, as the Lower Court held, to the *lex loci*.

The striking difference in the view taken by the Mombasa and Zanzibar Courts as to the amount of compensation to which the appellants are entitled is, I think, mainly due to the circumstance that Mr. Cator, as a resident in Mombasa, was better acquainted than the Zanzibar Judges could be with the real facts of the case. The Court of Appeal, with less local knowledge, was naturally more easily influenced by the extremely skilful arguments of the able counsel employed by the appellants—a barrister brought specially from India. Both here and at Zanzibar he marshalled his facts and manipulated the evidence on the record so cleverly as to produce the impression that his clients, whose share in these transactions was scarcely consistent with a high standard of commercial morality, were the virtuous victims of gross injustice and even fraudulent dealing at the hands of a tyrannical collector, and it is clear from the language of the Judgment that this ludicrous picture—although it failed to deceive Mr. Cator—was not entirely without its effect on the minds of the two Zanzibar Judges.

With reference to the remarks made by the latter on the value asked by the Government for certain land at Shemanji, I have the honour to inclose herewith an explanatory Memorandum by Mr. Bradbridge.

A more serious feature in the Judgment is the reversal of the doctrine laid down by the Lower Court respecting the *lex loci*, and this, I venture to think, even if there were no question as to the amount of compensation, should form the subject of an appeal to the Privy Council.

If it is to be held that not only are the persons of foreigners and the dwellings actually occupied by them invested with exterritorial immunities, but that any land which they acquire, or which stands in their name—it may be thousands of acres—is "separate," in the words of the learned Judges, from the country in which it is situated, most embarrassing political consequences, in the case of French or German subjects, might ensue. It has never, so far as I know, been held that an Ambassador, who is the highest embodiment of exterritoriality known to public law, can, by acquiring landed property in the country to which he is accredited, subject it to the law of his own State; though, being "exterritorial," he could not be legally deprived of it by the local Tribunals, which have no jurisdiction over him. This seems to me to meet the point made by Mr. Cracknall that, in suggesting to your Lordship a waiver by Her Majesty of her Treaty rights or the application of the Indian Act, I admitted the property of Messrs. Charlesworth and Co. to be governed by a law other than the *lex loci*, whereas all I admitted was that, as these gentlemen were not subject to the jurisdiction of any Court but the Consular one, which had no legal powers to expropriate them, special powers and a special machinery would be necessary to compel them in the public interest to part with their lands. It is, however, superfluous for me to press the point, as the Law Officers of the Crown have already, in the case of Sherif Salim-bin-Abdurrahman, expressed an opinion which would seem to be inconsistent with that held by the High Court of Zanzibar.

Your Lordship will notice one extraordinary statement in the Judgment, the one that "at the time of the Order in Council" Zanzibar was perhaps not "within the pale of international law." That a State which for nearly a century had had regular relations with Great Britain, which had concluded formal Treaties with several other European countries, and whose independence had been solemnly recognized and guaranteed by three Great Powers, should be held to be outside the pale of international law and to be unable to appeal to its principles is certainly somewhat

startling, and it would be curious to know what conditions are necessary, in the opinion of the learned Judges, to beinq a country "within the pale" of the law of nations.

A regrettable result of the decision of the Appellate Court will, I think, be that it will encourage litigation on the part of the Indians and Arabs here, who, so far from being, as the Judges seem to think, disposed to yield to Government pressure and to seek to ingratiate themselves with the officials, always fight most tenaciously where any pecuniary interest is concerned, and who will now conclude that they have more chance of making a profit by lawsuits and appeals in any case where land has to be acquired for public purposes than by coming to an amicable arrangement with the authorities.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 44.

IN HER BRITANNIC MAJESTY'S COURT FOR ZANZIBAR.

Appeals Nos. 6 *and* 7 *of* 1898.

(From Suits Nos. 187 and 188 of 1897 of the East African Protectorate Court at Mombasa.

Messrs. Charlesworth, Pilling and Co., original plaintiffs, appellants, *v.* the Secretary of State for Foreign Affairs, Mubarak-bin-Mahomed, Saïd-bin-Rashid, and Lakha Kanji, original defendants, respondents.

Messrs. T. D. Charlesworth and Co., original plaintiffs, appellants, *v.* the Secretary of State for Foreign Affairs and Pirbhai Jewinji, respondents.

Judgment.

WE are glad that certain grounds of appeal have been, rightly as we think, abandoned by the appellants, so that our Judgment is sought on two principal points, first the conduct of Mr. Craufurd as a collector under the Indian Land Acquisition Act, and secondly, the amount of compensation payable to the appellants; certain minor points of boundaries, costs, &c., of less importance however have to be dealt with.

To deal first with the Report of Mr. MacLenan's Commission which Mr. Craufurd was quite entitled to use as a guide and for what it was worth as an index to the prior value of land in Mombasa, although, of course, it could not bind the land-owners in any way.

The Commission sat in April and May, while what the collector wanted to know was the market price of land in November, and when he says that he did not think it necessary to call further evidence because he had the Report, he practically admits, at the outset, that he held no inquiry, and in this he was clearly wrong. So, we see, he seems to have practically forced Majid-bin-Jaber to sell at a price previously promised to Mr. Whitehouse as mentioned in this Report, a course which seems obviously unfair, not only to the seller himself, but to the rest of the land-owners, as helping to form a fictitious average price.

The sale from Akida Matar can hardly be called more satisfactory, the land had, it seems, first been promised to Mr. Byramji, the lawyer, who, however, was told by Mr. Craufurd that he could not act for Government and be dabbling in land at the same time, and must hand it over, which he accordingly did "at cost price." The price of this shamba can hardly be considered fair or average, the collector's procedure

in acquiring the land not being such as would commend itself to a Court of Equity, to say the least.

The mode of acquiring the Sophia (or rather Sadia) estate again is somewhat extraordinary. Two documents, purporting to be deeds of sale, were made out, in each of which the price named was 400 rupees, but this, Mr. Craufurd says, he did for safety, because the title was doubtful. He has promised to pay two people, but the price, he says, was only 400 rupees, and as a matter of fact he had paid nothing, but only placed in the schedule of the award 400 rupees as the price of the land. In both the deeds is mentioned the fact that the price has been paid and possession of the shamba given; statements somewhat inconsistent, to say the least, with the facts as in Mr. Craufurd's evidence.

The acquisition of the land of another Arab, Hussain-bin-Khamis, is still more remarkable. It appears that this man was first served in error with notice under the Land Acquisition Act, but when Mr. Craufurd discovered that he was an Arab subject, he was naturally treated under the Fetwa and came to Mr. Craufurd's office, when he was "fairly argued with for an hour and a-half," being asked to sell. Mr. Craufurd says he argued with him because he would rather satisfy a man by settling voluntarily than award against him. On one occasion when he went to the Commissioner's Office, it seems, he asked that Mr. Charlesworth might be present during the interview, which Mr. Charlesworth also requested. This was disallowed because, as Mr. Craufurd says, "Mr. Charlesworth had no business to interfere between the Arab Ruler and his subject," the Arab Ruler presumably being Mr. Craufurd. Considering this statement of Mr. Craufurd's in connection with the circumstances of the purchase, it becomes somewhat significant. At one time this man, it seems, asked 30,000 rupees for his land, amounting to 14 acres, which, Mr. Craufurd says, was an extraordinary claim, and, indeed, compared with the prices paid to Akida Matar and Majid-bin-Jaber, so it was, and this is what necessitated the argument to sell and the many interviews which took place between "the Arab Ruler and his subject." On one of these we find that Mr. Craufurd tore up an Agreement which he had written out, because the Arab refused to sign it. And there can be no doubt that the greatest possible pressure was brought upon the latter to sell, which he eventually did, at about a quarter of the price he first asked.

Passing over the sale from Bikombo, another of the same kind, we next come to the case of de Silva, a Portuguese subject, and here again every kind of pressure possible seems to have been brought upon the owner to part with his land at a low price. Mr. Nicol and Mr. Baughan appear to have been approached to bring their influence to bear, and upon one occasion he was arbitrarily detained by Mr. Craufurd because he had not agreed to settle, and here it may be convenient to notice the very serious allegation made by the plaintiffs against Mr. Craufurd that he attempted to dissociate them from the native owners by offering them, on the part of Government, certain advantages in trading and otherwise, or in other words that he endeavoured to bribe them into meeting his views. Mr. Charlesworth has sworn that this was so and no doubt wrote a letter to his London agents to this effect.

Perhaps, under the circumstances, it ought not to be a matter for surprise if Mr. Craufurd did make the attempt, and, except that its apparent failure may have annoyed him and made him more hostile to the plaintiffs, it could not well make the so-called inquiry more futile than it actually was. It is found by the Lower Court that some such attempt was made by Mr. Craufurd, but the learned Judge adds that he is disposed to think that Mr. Charlesworth's version of the affair was highly coloured, and that Mr. Craufurd did not go so far as to offer a bribe. If not, it is rather difficult to understand in what other way the attempt was made, and the modification appears to be inconsistent not only with the remarks of the learned Judge as to the value of Mr. Charlesworth's evidence concerning his interviews with the collector, but with the finding itself that the attempt was undoubtedly made, a finding with which we entirely agree.

Coming now to the Indians, Lakha Kanji and Dewji Jamal. Mr. Daly says that Lakha Kanji's title is bad, and for that reason, if for no other, the sum awarded was exhorbitant, and that besides certain additional advantages granted which were not mentioned in the Award. With regard to the first of these contentions, although his title-deed is a somewhat remarkable document, there is nothing before the Court which impugns Lakha Kanji's title. The area alloted to him looks much the same in all the maps, and the land, though not always marked under his name, does not appear to be claimed by any one else, with the exception of the fact that there are some boundary disputes between him and de Silva as well as with the plaintiffs. The

additional advantages are that he was to receive the same amount for his land as any one else who received more on voluntary sale than the amount agreed upon by him. This Agreement no doubt formed part of the consideration for the sale, and should have been mentioned in the Award, but another irregularity more or less with regard to that seems of not much consequence in as much as the whole of the proceedings in regard to the Award appear to teem with irregularities.

The most serious reflection of all upon Mr. Craufurd's character and conduct made by the plaintiffs is in connection with the Agreement made by him with the Indian, Dewji Jamal. On an affidavit sworn by Mr. A. L. Charlesworth that the Agreement produced in the Lower Court was not the true Agreement, which included a very important addition, leave was granted to adduce fresh evidence before this Court, and Mr. Craufurd came over from Mombasa to be cross-examined on the subject. It has been proved that two Agreements were actually signed by the parties, both of which, by a strange coincidence, were found in the possession of the firm of Dewji Jamal and both eventually produced before us. The Agreement originally drawn up and signed, which is produced before us for the first time, contains the following clause :—

"As it is the intention of the Chief Engineer to place the proposed passenger station within the eastern half of the site coloured red on the plan A, it is agreed that a suitable entrance to the station land and access to the public from these roads shown on the plan will be given."

The Agreement was duly signed by both parties, but against this clause in the margin are the words "Omit C. H. C."

The other Agreement, called the fair copy by Mr. Craufurd, does not contain this clause, and the wording also is slightly different, and it is besides witnessed by another person. The only witness called to explain these matters was Mr. Craufurd himself, neither of the witnesses nor the signatory Nazurali Dewji being forthcoming. Mr. Craufurd swears that the two Agreements were drawn up on the same day, viz., the 6th January, being written by Mr. Sinclair. He thought, he says, that the omitted clause bound the Chief Engineer to an extent that he was not entitled to go, and, therefore, that it ought to be omitted, but he agreed to give, and did give, a letter to Dewji Jamal putting "upon record the result of our mutual negotiations and those of the Chief Engineer of the Uganda Railway respecting your land," or stating the intentions of the Chief Engineer as above, which letter, Mr. Craufurd says, he considered to be binding on him morally, to do everything he could to persuade the Chief Engineer to act in the manner set down, but that it did not bind the Chief Engineer.

The fair copy Agreement, it is pertinent to notice, was registered by Mr. Craufurd in the East Africa Protectorate Registry on the 6th May, 1897. The Agreement with the deleted clause, on the other hand, was registered at the Zanzibar Consulate only on the 20th April, in this year 1898, by Mr. Sheriff Dewji, one of the members of the firm, in whose possession both the documents were eventually found.

There is strong evidence on the faces of these documents that they were written out at different times, while on scrutinizing the fair copy Agreement, it becomes almost certain that this document was witnessed, dated and signed by the vendor at a date considerably later than that upon which the Agreement was written, and upon which Mr. Craufurd himself signed.

Another difference between the wording of the documents lies in the fact that in the latter sentence is added "as witness our hands this day of January, 1897." The documents both begin with the same expression of agreement "made this 6th day of January, 1897." The insertion of the "6th" in this clause, and comparative newness of the ink with which it was made, make it appear probable that the document was in fact antedated. Another curious and inexplicable circumstance about this deed is in fact apparent, that both the original and a copy were put in and marked by the learned Judge of the Court below on the same day, although the only note of this contained in the proceedings is "put in and marked A. N." by Mr. Craufurd during his examination. It was registered by Mr. Craufurd on the 6th of May, but is now produced, at the instance of the plaintiffs, by Mr. Wilson, a certified copy being filed with the proceedings. The Agreement with the deleted clause was neither alluded to nor produced, nor was anything said about the letter, and of the existence of either of these it may be fairly assumed that the plaintiffs were ignorant. On the other hand Mr. Craufurd states in his cross-examination that the road to the station was to be

closed, and that he had intended to build a public road through Dewji Jamal's land, and at this point cross-examination stopped.

We must come to the conclusion that the Agreement with the deleted clause, and the letter written instead, were kept back intentionally, and, to say the least, it is a matter to be regretted that Mr. Craufurd's legal advisers thought fit to advise him to take this course, as we think it must be assumed that they did, neither do we think there is a sufficient explanation of the omission to call Mr. Sinclair, Nazerali Dewji, and the witness Kursedji Nasarwanji, each and all of whom could have thrown some light on the rather opaque surroundings of these Agreements. In all the circumstances, without finding that the retention of these documents was actually fraudulent, we are of opinion that the failure to disclose them, or the fact of their existence, to the Court, was a grave error of judgment upon the part of the defendant or his legal advisers, or both.

With regard to all the charges made against Mr. Craufurd, it is at least satisfactory that nowhere is it alleged that he was self-seeking or obtained any advantage from the acts imputed to him. What he was really guilty of in our opinion is a species of "sharp practice" in the interests of his employers, "the Government," possibly prompted by the sense that he had made a mistake in delaying to apply the Land Acquisition Act, and an anxiety to prevent any loss accruing to the Government on account of such omission. It was probably this feeling that made it impossible for him to hold the scales evenly between the Government and the land-owners, and engendered a sense of irritation against the appellants for standing in his way, and holding out for what they believed to be their rights.

In connection with the question of compensation awardable to the appellants, we may preface that part of this Judgment by remarking that had the declaration, under section 6 of the Act been made at the end of the year 1895 or early in 1896, it must have been comparatively small, looking at the nature of the land, but we are bound to fix the 2nd November, 1896, as the date for determining it in accordance with the terms of section 23, and if we are obliged to award a sum which, in comparison with the price paid by the appellants seems somewhat large, the Government officials must hold alone themselves to blame by their delay and conduct creating a special value.

We must find the market price, and this we take to be what a prudent purchaser would be inclined to pay, on or about the 2nd November, considering what these lands would be worth laid out to their best advantage in no remote time; this value may be arrived at by general considerations of their situation, together with genuine and *bonâ fide* sales of part of the land taken up, or of other lands in the vicinity; this we consider the meaning of the decisions in Ind. L. R. 2 Cal., 103; Ind. L. R. 10 Bom., 583; 15 Bom., 279; L. R. 2 Q. B., 630; 6 Q. B. Bom., 37; 10 Ch., 435.

As regards the first test, although we cannot use any special knowledge we may possess, we assume that together with the evidence we are at liberty to make certain presumptions and use our common sense and experience in judging of the effects of particular facts (see note Field's Evidence Act, sect. 114).

We must also bear in mind that Acts relating to the acquisition of land for public purposes must be construed always most strictly in favour of the subject. 12 Bom: H. C. Rep: 250; 20 L. J. Ch: 217.

The purchases made by Mr. Crauford, which have been dealt with already not constituting in our opinion such sales as to give us a fair and proper rate, we must rely on other facts and the evidence produced at the trial in the Court below.

When we consider the potential or prospective value of the land taken, whether what was or is now mere agricultural land will probably in a few years' time become valuable, we must bear in mind the fact that all this land is in close proximity and contiguous with the terminus of a railway running many hundreds of miles into the heart of the African Continent, for the construction of which £3,000,000 has been voted by the Imperial Government. Although the plaintiffs' view of value in the future may be somewhat sanguine, yet we think the learned Judge was also somewhat pessimistic: a railway must increase trade and traffic, and the value of building sites near its most important station, which undoubtedly is Mombasa. We think that to look at the case in this light we are following the view of Lush. J. as expressed at p. 45. B. VI as to law in this class of cases.

We have not had the advantage of the evidence of experts, but in addition to that of the parties have opinion of gentlemen of considerable local experience. The appellants distinctly state in their evidence that they acquired their properties for speculative purposes, for making a building estate land company (for which to float

large funds of ready money are not absolutely necessary) at Kilindini as the probable site of a new town, the commercial value of which Mr. W. B. Charlesworth enumerated in his evidence: that they did not buy merely for resale to the Government is borne out by the correspondence and evidence. We think we are justified in taking the sale of Kombo Kisani property as a sale of part of the land to be taken up: this transaction has been euphoneously styled by different expressions by the respondent, and the learned Judge has expressed his opinion that for purposes of valuation it is useless as a criterion. In fact fraud is charged, *i.e.*, that the two firms of Charlesworth, Pilling & Co., and T. D. Charlesworth & Co. for the two purposes of enhancing the value of their lands made a fictitious price. We must express our opinion that there is no evidence or warrantable inference for this: had a fraud been contemplated surely some apparently independant name could have been procured to take the part of the buyer.

But the price arranged seems excessive and though not to be entirely disregarded yet only affords some help in the task of fixing the proper and fair price. Messrs. Baughan and Marsden were both witnesses for the defence: the former, although perhaps somewhat actuated by business motives, disparages the idea of commercial activity or increase of value of lands wanted by the railway, and runs counter to the opinion of his senior partner, Mr. Mackenzie, C.B., whose experience of things East African is fairly unrivalled; Mr. Marsden, Collector of Customs, fortifies his conclusion by official statistics and gives a strong testimony to the commercial prosperity of the Protectorate and it is legitimate to infer that the railway has been a most important factor in affecting it.

On therefore the potential values we feel bound to differ from the learned Judge and for that reason to estimate more highly the properties the subject of this appeal.

There is no other evidence as regards this subject of any importance, unless the statement of Mr. Rawson that a pier was indicated in the month of September, a valuable adjunct for lands adjoining the station.

When we approach the evidence of values we find from the statement of Mr. Alec Charlesworth that he searched the register of deeds at Mombasa and found certain sales in the island. These were for small lots which work out at rupees 1 : 15 a square yard of building land in the vicinity of the town: these sales have not been considered by the learned Judge in his Judgment but appear relevant to the enquiry and no counter search was made by Government.

Ebrahimji Adamji also gave details of various sales which apparently work out at various prices from 1·18 rupees to upwards of 3 rupees.

Alibhai Noor, a hostile witness to the appellants, stated that for shamba which he bought for 1,500 rupees, he was offered a few months before the trial 15,000 rupees, which he refused.

Another instance is shamba of Rustomji Mehta from which it seems the shamba apart from the house works out at about 1·3 rupees the square yard.

Pereira offered to buy 1,000 yards at $\frac{1}{2}$ rupee and actually purchased from Mr. Byramji at the same price. Hadji Ismail Mitha also proved a sale of a small piece of land at 1·5 rupees the square yard.

There was also an offer made by Government to lease certain property at Shemanzi for 1,500 rupees per annum which gives an estimated value of 12 annas; other sales were not made, the plaintiffs contended, owing to the action of the Government in acquiring wholesale the land near the railway. These prices, together with the prospective value of the appellants' properties, lead us to think that 8 annas would be a fair price for them which includes the statutory compensation. The sales relied on by Mr. Cator, as for instance the shambas of Sir Lloyd Mathews and the Receiver of the Estate of Sir Tharia Topan do not seem to prevent us from allowing a more liberal compensation, and we do not think that the rate agreed to by owners of land furnish a perfect rate of market value, agreed to by some by a feeling of public spirit or that it would be invidious to fight the question, by others acquiesced in by pressure; using the word pressure we refer to the dread of Indians and Arabs of resisting the Sirkar or Government and the corresponding desire to ingratiate.

On the important point of law as to whether the *lex rei sitæ* prevails so as to prevent the legal principle "quidquid plantatur solo cedit solo" applying to lands in the territory of His Highness the Sultan of Zanzibar we are constrained to differ from the holding of the Mombasa Court, agreeing however that no equities exist in favour of the Government. In the words of the Treaty of 1886, subjects of His Majesty enjoy as regards their person and property within the dominions of His Highness the

Sultan the rights of exterritoriality. What is the meaning of that word? It seems to us a separation of persons enjoying that right and their property from the country in which they are, that is to say, that British subjects are justiciable by their own laws and their property subject to the law which would govern them in their own country. This Court has always acted on that principle, gifts, *inter vivos* contracts, torts, wills, and intestacies being thus construed (as in India) of Christians, Mahommedans, Hindoos, Parsees, &c. It has never been contended that there is a general restriction as by Mahommedan law on testamentary power, or that the rules of that law governs succession. In connection with this we regard Acts 18 and 20 as merely instructions to the Consul that he should act in such a manner in his official capacity, when occasion arises.

Exterritoriality involves confusion and differences and we think the difficulty suggested to the mind of the learned judge might be removed by the practice of this Court which regards easements as running with the land: *i.e.*, a British subject buying a house overlooking the private apartments of an Arab would be restrained by injunction from opening up windows overlooking them. The Order in Council in our opinion when it says "the common and statute law of England in force" cannot mean that Mahommedan law applies; moreover the principle of *lex sitæ* is one of international law, within the pale of which at the time of the Order in Council it is doubtful if Zanzibar had entered.

If this *lex sitæ* existed the arguments in the despatch of Sir Arthur Hardinge to Lord Salisbury, dated Mombasa, the 25th May, 1896, suggesting waiver of Treaty rights or the application of "The Indian Land Acquisition Act" were unneeded; the existence of a system of registration for years by Order in Council and "The Land Transfer of Property Act" are surely inconsistent with that view. It is also arguable that this forfeiture of buildings are by the personal law of the parties the damages for trespass and spoliation. The point raised by Mr. Cator that the Secretary of State is after all but the Agent of a Mahommedan prince has not been argued before us, and we can only remark that we do not think the Agent would have obeyed his principal if he had ordered the railway to be stopped and the staff removed.

We concur in thinking the view taken of the Sheira as entirely correct, but that the cases reported: 6 Bom., H.C.R.A.C.J., 80; Indian L.R. 20 Bom., 298, are not to the point as in our opinion the Treaty is the crux of this question. We therefere decide that the appellants are entitled to the value of the buildings erected on their properties, this being the actual cost of erection, following the rules for Lower Burmah given at p. 120 of Mr. Beverley's edition of "The Land Acquisition Act."

These values are given in the evidence of the accountants of the railway.

As regards the boundaries and measurements we agree with the views of the learned Judge below, after having duly considered the arguments addressed to us by Counsels of both parties and direct the compensation to be paid accordingly.

We may, however, state, had not the parties submitted themselves to the Court as described in our Judgment, dated the 30th September, 1898, the case Imdad Ali Khan, reported L.R. VII, Allahabad would seem to throw doubts on the reference by the collector and the jurisdiction of the Court.

We also agree with his finding as regards the respective rights of the respondents Said-bin-Rashdid and Mabruk-bin-Mahomed. As regards costs we agree that the appellants should have all their costs, not holding that their claim was so extravagant as to come within the meaning of section 27 of the Act, and bearing in mind that they succeeded to a large extent in the Court below being forced into it by the action of the collector.

In this Court they have also succeeded, and as the Bombay High Court have directed the costs in that Court to be costs in the appeal, they are entitled to those costs also. They must pay the costs of the successful respondents.

(Signed) W. B. CRACKNALL.
FRANCIS J. COLLINSON.

Zanzibar, November 28, 1898.

True copy:

(L.S.) (Signed) BAMANJI DHUNJIBHAI TALATI,
Registrar.

Inclosure 2 in No. 44.

Mr. Bradbridge to Sir A. Hardinge.

Sir, *Mombasa, December* 13, 1898.

WITH reference to the Judgment lately given by the Zanzibar Court in the appeal case of Charlesworth *v.* the Secretary of State, I have the honour to inclose a copy of my letter to Messrs. Smith, Mackenzie, and Co., dated the 6th May, 1896.

I understand that the Zanzibar Court in a great measure based their valuation on appeal upon the rental asked in this letter, but, as I was not called as a witness in the case, I had no opportunity afforded me of giving any explanation why this rate was demanded.

I was not guided in any way by the general value of land in the Island of Mombasa, and treated the application as one of a most special nature. The sites near the shore in Kilindini Harbour suitable for coaling-grounds are limited, and I thought that, in fixing the rent for a coaling-station at Shamanzi, which is some little distance from Kilindini, this was a point for careful consideration.

I had, further, some idea of the profits which were likely to accrue in working this coaling business, and considered that the Government, in leasing such suitable land, had the right to charge a rent in some measure commensurate with the profits likely to be realized.

In the proposed lease a clause was to be included giving the tenants the right to build a jetty or pier on the foreshore, a concession which should not altogether be lost sight of.

I have, &c.
(Signed) E. BRADBRIDGE, *Treasurer.*

Inclosure 3 in No. 44.

Mr. Bradbridge to Messrs. Smith, Mackenzie, and Co.

Dear Sirs, *Mombasa, May* 6, 1896.

WITH reference to the conversation I had yesterday with your Mr. Baughan as to a lease of land for a coal-shed at Shamanzi, I now beg to place the following proposals before you, subject to approval by Her Majesty's Commissioner and Consul-General.

The area and boundaries to be as roughly marked in pencil on the plan in the Sub-Commissioner's Office and which would appear to be equal to 8 acres more or less.

The lease to extend to fifteen years. Rent to be at the rate of 2,000 rupees per annum, you having the right, so long as the lease shall run, to build and use a pier or jetty on the foreshore for the convenience of landing coal, so far as this does not interfere with the navigation of the waterway.

Plans, with measurements, of the proposed pier or jetty to be submitted for approval before the work is commenced.

One or two paths as rights-of-way to be kept open at the most convenient positions as may be arranged.

I shall be glad to learn that the terms proposed meet your views.

Yours faithfully,
(Signed) E. BRADBRIDGE, *Treasurer.*

No. 45.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 383.)
My Lord, *Mombasa, December* 12, 1898.

I HAVE the honour to report that the German Government, or, more probably, the German Consulate at Zanzibar, has determined upon the appointment of a Vice-Consul here, and has selected for the purpose Herr Hübner, the local agent of the German firm

of Hausing and Co. Herr Hübner has stated publicly that his appointment will take effect next April on his return from Europe, for which he is just leaving, and that he will be an unpaid trading Vice-Consul, but with a Court and judicial powers under the Treaty over German subjects.

I trust that your Lordship will decline to grant Herr Hübner an exequator except on the clear understanding that his powers shall in no respects exceed or differ from those enjoyed by Her Majesty's Vice-Consul in German East Africa.

His appointment would seem to afford a suitable opportunity for settling once for all the question of German Consular jurisdiction on the mainland, and obliging the German Government to fulfil its promise to abandon all such jurisdiction once regular English non-Consular Courts were established here.

Herr Hübner is personally unobjectionable, being chiefly known as an active and pushing trader, who is anxious, in that capacity, to work well with the authorities, and there would be no reason to deprecate his appointment if it merely gave him the powers vested in a German Vice-Consul in an ordinary English possession.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

No. 46.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 388.)

My Lord, *Mombasa, December* 13, 1898.

I HAVE the honour to submit the following observations on the Memorandum by the Intelligence Division of the War Office, inclosed in your Lordship's despatch No. 261 of the 22nd October, respecting the inland boundaries of the Sultanate of Zanzibar.

In that Memorandum Sir John Ardagh raises two questions:—

1. The calculation of the inland boundary from the heads of creeks or estuaries as against the general coast-line; and

2. The accuracy, assuming that the inland boundary should be so calculated, of the point at present marked by boundary posts on the line of the Uganda Railway.

As regards the first of these two questions, I would venture to submit that it is now too late for us to formulate the theory that the inland frontier of the Sultanate should be reckoned from a line drawn across the mouths of the bays and creeks. Such an interpretation might in some ways be convenient, as it would immediately extinguish both slavery and the Treaty rights of foreigners at several important centres at which they have hitherto enjoyed legal recognition, but it would be contrary to the view sanctioned by the usage of the last twelve years and recognized by the three Administrations, that of the Sultan, of the Imperial British East Africa Company, and of the Protectorate, which have governed the coast since the delimitation of 1886. When I first came to this country in 1894 and inquired about the inland limits of the Sultanate, I was told both by the Company's officials and by the Zanzibar Government that they extended 10 miles inland from high water on the coast, including in the term "coast" the shores and heads of the Kilifi Creek, and of Ports Tudor and Reitz, between which lies the Island of Mombasa, and that, therefore, Rabai, Ribe, Gonjoro, Tanganiko, and several other places of less importance were, though more than 10 sea miles from the actual sea-board, included within the Sultan's dominions. The reason for this view, the correctness of which is now for the first time questioned, and which finds expression both in the official map of the late Company and in that laid before Parliament in my last annual Report, was probably the presumption that the Commissioners intended, in accordance with your Lordship's instructions to Colonel Kitchener, to confirm the Sultan in the possession of all places at which he exercised, at the time of their inquiry, effective authority, and that there was no doubt that he did so in the towns and villages above mentioned, which had always been considered as within the boundaries of the Vilayets of Mombasa and Takaungu respectively, his authority being really effective 10 miles inland from any point accessible to his vessels. And, although I have not all the papers on the subject of the boundary negotiations before me, I am disposed to think that this was the real intention of the Commissioners, for in the special *procès-verbal* of the 9th June, containing their so-called "unanimous opinion" ("Africa No. 3, 1887," p. 35), they recognize the Sultan as entitled to an internal depth of 5 miles along the

coast between Vanga and Takaungu, but to a radius of 10 miles round Mombasa, thus suggesting that behind Mombasa his authority extended inland twice as far as on the rest of the coast.

This "unanimous opinion" appears, however, to have hardly deserved the name, for Lord Iddesleigh, writing about it on the 17th August to Sir E. Malet, observes that "the British and French Commissioners had recognized the title of the Sultan of Zanzibar to the whole coast-line which he claimed, while the German Commissioner had only recognized his rights to a certain number of points in it," and it is clear that the German Government was then desirous of restricting His Highness' territory within the narrowest possible bounds. But the claims of the Sultan, which the British and French Commissioners recognized, certainly included Rabai and Tanganiko, both of which places were ruled by his deputies, and at the latter of which, 15 miles up the Kilifi Creek, he had a custom-house, though both the Rabai people and Sheikh Salim-bin-Hamis-el-Mazrui, of Takaungu, were no doubt left very much to themselves.

But, whatever may have been the real intention of the Commissioners, it would, I fear, cause very great practical inconvenience if we were now suddenly to construe it in opposition to the usage of the past twelve years.

Successive Foreign Secretaries, including your Lordship, in the instructions which they have issued respecting slavery and respecting the reception and emancipation of slaves at Rabai have treated that place as being a part of the Sultan's dominions, and have thus acquiesced on behalf of Her Majesty's Government in the opinion held by the local authorities. The Courts of Justice, both Consular and native, have, for the last twelve years, acted on the assumption that Rabai, Mazeras, Ribe, Tanganiko, and Gonjoro, were in Zanzibar territory, have applied Sultan's Decrees, confirmed titles, and settled cases of land tenure and matter affecting the rights of foreigners there on that assumption, and "The Native Courts Regulations, 1897," approved of by your Lordship, embody in their delimitation of the vilayets the view hitherto held on the subject. The German Mission settlement at Jimba, 3 miles north of Rabai, has, moreover, always been regarded by the German Consulate at Zanzibar as being just within the limits of the Sultanate, and a non-recognition of the Treaty rights of the missionaries—which would be an actual consequence of an alteration of the old boundary—would probably entail a controversy with Count Hardenberg as to the meaning of the Arrangement of 1886 between the Earl of Iddesleigh and Count Hatzfeldt. I should, therefore, strongly deprecate, as likely to engender unnecessary confusion and complications, besides being unintelligible to the Arabs and natives, an alteration of the frontier, as hitherto understood by all parties locally interested in it, and I believe that Sir John Ardagh, if he takes the considerations I have endeavoured to indicate into account, will reconsider the advisability of the change proposed by him.

Assuming that this is so and that the old boundary is maintained, there is next the question of the point at which the railway crosses it. Mr. Whitehouse states in a note just received, that he "worked on the assumption that the boundary was to be 10 miles from high water and took a fair average line" without allowing for the difference between sea and statute miles, and he adds that "to be exact and keep to the points we fixed as high water, we should be 2 miles further inland."

I would therefore propose that the posts be shifted 2 miles further up the line, which will place them a little over 21 miles from the actual town of Mombasa.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

No. 47.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 391.)

My Lord, *Mombasa, December* 15, 1898.

I HAVE the honour to report that the official notification of the presence of bubonic plague at Tamatave has drawn the attention of the authorities of both the Zanzibar and East Africa Protectorates to the necessity of more stringent measures against the possible introduction of the epidemic into these territories.

I have dispatched Dr. Johnson, Assistant Medical Officer at Mombasa, to Zanzibar to take over charge of the quarantine station which the Sultan's Government has established at Prison Island, using as a lazaret the new Model Prison which has

been kept unoccupied by convicts so long as the presence of the plague in India made it possible that it might be required for quarantine purposes.

Sir L. Mathews has issued a set of Quarantine Regulations, a copy of which I have the honour to inclose, and I have adopted almost identical ones (after consultation with the Judicial and Principal Medical Officers) for this territory.* I have the honour to send a copy of these Regulations† and to express a hope that they may be approved of by your Lordship.

It will be observed that we propose to send all infected vessels to perform quarantine at Zanzibar. This is owing to an official recommendation in a letter, dated the 9th instant, made by Dr. MacDonald,‡ which runs as follows:—

"Considering how little is known as to how bubonic plague infection is carried, I have the very greatest objection from a public health point of view to landing plague patients on this continent. There is the possibility, after plague patients have been landed, of the disease becoming endemic and our never being able to get rid of it. You have also to contend with the general apathy which characterizes the natives, and the very great difficulty there is in instilling into him a proper sense of responsibility, so that it is almost hopeless to attempt rigorous isolation on shore. In view of the fact that we have no suitable peninsula or island in which strict quarantine measures could be enforced, I would beg to recommend as follows:—

"That an isolation or quarantine steam-boat be either bought or chartered and anchored at a point to be decided on, to which suspicious cases could be transferred. It is to be understood that a proper medical staff would be necessary to reside on board. This course would possibly be an expensive one, but I wish to lay it before you as one of the measures that could be adopted. I am of opinion that we should be prepared for a possible outbreak of plague, and, in view of this possibility, I would recommend my suggestions for your consideration, and that special measures and precautions should be adopted."

There is no island in the neighbourhood of Mombasa which could be utilized as a quarantine station, and the danger of allowing plague patients to land on the mainland of East Africa is, I think, a real one. On the other hand, the alternative suggested by Dr. MacDonald of an isolation ship would involve too great an expenditure of money, so that an arrangement with Zanzibar, by which infected ships carrying passengers and cargo for this Protectorate should undergo quarantine at Prison Island, would appear to be the most practical solution of the difficulty.

Sir L. Mathews informs me that the foreign Consuls at Zanzibar, and especially those of Germany and Portugal, who have the largest number of inhabitants there are co-operating cordially with him in compelling their countrymen and protégés to comply with the sanitary measures enacted by the Sultan's Government, and I propose requesting them to afford me the same assistance and support in dealing with the subjects of Treaty Powers in the mainland territory of the Sultanate.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 47.

Quarantine Rules framed in accordance with the Provisions of the Venice Sanitary Convention of 1897 *for the Port of Zanzibar.*

THE Commander of every vessel, including buggalows or other native craft, arriving at Zanzibar from an infected or suspected port shall, before entering the harbour, hoist a yellow flag (or, if entering the port at night time, exhibit two red lights one above the other at the main), and indicate by signal the port from which such vessel has come, and shall keep such flag and signals flying until permitted to take them down. The pilot, or Health Officer, or Port Officer on going alongside a vessel from an infected or suspected port shall direct the flag prescribed above to be hoisted if it has not been already done.

2. Such Commander shall not, except as hereinafter provided, allow any communication, except orally, with the shore or with any other vessel or boat except the pilot's, or Health Officer's, or Port Officer's boat, with which communication shall be limited to receiving the pilot, who shall proceed straight to the bridge.

* British East Africa. † Inclosure 2. ‡ Principal Medical Officer at Mombasa.

3.—(1.) All vessels passed as "healthy," according to the procedure prescribed in these Rules, and carrying a qualified medical officer, shall be given pratique even though twelve days may not have elapsed since their departure from an infected or suspected port, provided that in the case of a "healthy" vessel which has been in an infected or suspected port within twelve days of its arrival in Zanzibar, the following measures are to be taken before the crew or passengers are allowed on shore or mix with the local population :—

(*a.*) The persons on board shall be medically inspected.

(*b.*) The soiled linen and personal effects of the crew and passengers which, in the opinion of the officer appointed for the purpose by the First Minister of the Zanzibar Government, may be regarded as contaminated, should be disinfected.

(*c.*) A watch should be kept over the health of the crew and passengers until twelve days from the date of departure from the infected or suspected port.

(*d.*) The crew should not be permitted to land except on duty and subject to such precautions as the officer appointed for the purpose by the First Minister deems necessary.

(*e.*) The bilge-water should be pumped out after disinfection, and good drinking water should be substituted for the water stored on board.

(2.) A vessel which carries no qualified Medical Officer shall not be given pratique until twelve days from the date of its arrival in Zanzibar. Until the twelve days' period has expired such vessel shall, during its stay at Zanzibar, remain at the quarantine anchorage appointed from time to time by the First Minister by general or special order in this behalf. Until a vessel has been given pratique, it shall have no communication with the shore.

4. On the arrival of a vessel whose destination is Zanzibar, an officer appointed for the purpose by the First Minister shall go alongside and ascertain whether twelve days have or have not expired since its departure from an infected or suspected port :—

(*a.*) If twelve days have expired since its departure from an infected or suspected port, and if it carries a qualified medical officer, the officer appointed for the purpose shall board the vessel and make such inquiries and inspection as he thinks necessary, and may require a declaration on oath from the medical officer of the vessel or the captain, or both, as to the existence of plague or other infectious disease, or any suspicion thereof on board the vessel either during the voyage or before its departure. He shall then declare whether the vessel is "healthy," "suspected," or "infected," as defined in Rule VII. If he is satisfied that the vessel is "healthy," it shall be given pratique forthwith. If he declares it to be "suspected" or "infected," it shall be dealt with in the manner prescribed in Rule VII.

(*b.*) If on the arrival of a vessel it is ascertained that twelve days have not expired since its departure from an infected or suspected port, the procedure to be followed will depend on the fact whether the vessel carries a qualified medical officer or not. If it carries such an officer, the officer appointed for the purpose shall make such inquiries as he thinks necessary, and if he comes to the conclusion that the vessel is "healthy," he shall give it pratique subject to the measures prescribed in Rule 3 (1), If the vessel carries no qualified medical officer, it shall be detained at the quarantine anchorage until twelve days have expired since its arrival at Zanzibar, after which the officer appointed for the purpose shall take the measures specified in clause (*a*) of this rule, and classify the vessel.

Provided, however, that the officer appointed for the purpose may, at any time before the expiration of the aforesaid period of twelve days, make such inquiries and inspections as he thinks necessary, and if, as the result thereof, he comes to the conclusion that the vessel is "infected," he shall forthwith, and without waiting for the expiration of the twelve days' period order it to be treated as infected.

5. On the arrival of a vessel which is onward bound, and which uses Zanzibar as merely a port of call, the officer appointed for the purpose by the First Minister shall go alongside and ascertain whether twelve days have or have not expired since its departure from an infected or suspected port.

(*a.*) If twelve days have expired since its departure from an infected or suspected port, and if it carries a qualified medical officer, and if the officer appointed for the purpose is permitted to make such inspection as he thinks necessary, and as a result thereof, and as the result of any inquiries he may make, is satisfied that the vessel is "healthy," the vessel shall be given pratique except as regards cargo considered as dangerous by the Health Officer. Otherwise it shall remain in quarantine at the anchorage appointed for the purpose by the First Minister during its stay in port; no

person shall be landed therefrom except at the quarantine camps appointed by the First Minister, and no communication with the shore or other vessels shall be allowed except the landing of mails in quarantine and the embarkation and disembarkation of passengers in quarantine.

(*b.*) If twelve days have not expired since its departure from an infected or suspected port, the procedure to be followed will depend on the fact whether the vessel carries a qualified medical officer or not. If it carries such an officer, the officer appointed for the purpose shall make such inquiries as he thinks necessary, and if he comes to the conclusion that the vessel is "healthy," he shall give it pratique subject to the measures prescribed in Rule 3 (1), provided that such a vessel may, instead of seeking free pratique, remain in quarantine at the quarantine anchorage appointed for the purpose during its stay in port. If the vessel carries no qualified medical officer, it shall be detained at the quarantine anchorage during its stay in port.

N.B.—No inspection of a vessel under Rules 4 and 5 shall ordinarily be made except by daylight, and no business whatever transacted except from the hours of 6 A.M. to 6 P.M.

6. These Rules shall not prevent the transhipment, in quarantine, of passengers or other persons or mails or cargo from a vessel in quarantine to another, provided that thereafter the latter vessel shall be in quarantine.

7. For the purpose of the rules a "healthy" vessel means—

"A vessel even though coming from an infected or suspected port which has had no death from, or case of, plague on board, either before departure, during the voyage, or on arrival."

A "suspected" vessel means—

"Any vessel which cannot show a clean bill of health for twelve days."

An "infected" vessel means :—

"Any vessel with plague on board, or on board which one or more cases have taken place within twelve days."

The only measures which the authorities of the port of arrival may enforce with regard to "healthy" vessels are those which are prescribed for "suspected" vessels (medical inspection, disinfection, pumping out the bilge-water and the substitution of good drinking water for the water on board), in addition to those specified as regards cargo, except that the measures prescribed for the disinfection of the vessel itself may not be enforced in the case of healthy vessels. The following treatment is prescribed for "suspected" and infected vessels respectively :—

Suspected vessels are subject to the following measures, which will be carried out under the orders and supervision of the officer appointed for the purpose.

(1.) Medical inspection.

(2.) Disinfection : the soiled linen and personal effects of the crews and passengers, which, in the opinion of the officer appointed for the purpose may be regarded as contaminated, should be disinfected.

(3.) Pumping out the bilge-water after disinfection and the substitution of good drinking water for the water stored on board.

(4.) Disinfection of all parts of the vessel which have been inhabited by plague patients, and any other measures of disinfection that may be ordered by the officer appointed for the purpose.

A watch should be kept over the health of the crew and passengers for twelve days from the date of arrival of the vessel; and the crew should not, without the special permission of the officer appointed for the purpose, be allowed to land, except on duty, and subject to such precautions as he deems necessary.

Infected vessels are subject to the following rules :—

(1.) The sick will be immediately disembarked and isolated.

(2.) The other persons on board should also, if possible, be disembarked and kept under observation or surveillance for a period varying according to the sanitary condition of the vessel and the date of the last case, but which must not exceed twelve days.

(3.) The soiled linen and personal effects of the crew and passengers, which in the opinion of the Sanitary Authority of the port may be considered as infected, will be disinfected.

(4.) The bilge-water will be pumped out after disinfection, and good drinking water will be substituted for the water stored on board.

(5.) All parts of the vessel which have been inhabited by plague patients should

be disinfected, and such other measures of disinfection shall be taken as may be ordered by the officer appointed for the purpose.

8. The First Minister shall have full power to make regulations or pass orders regarding the detention under observation of persons who are open to suspicion as likely to carry infection of plague and who in the event of plague developing might be difficult to find, as also regarding persons who are merely passing through Zanzibar *en route* for African ports, and regarding the administration of quarantine camps and hospitals, whether ashore or afloat, and regarding quarantine anchorages, and all persons concerned shall be bound to obey such regulations and orders. Any vessel objecting to submit thereto or to any of the measures indicated in these rules, shall, however, be free to put back to sea.

9. Any mails or cargo which may be brought by any vessels arriving from an infected or suspected port shall be landed under such precautions as the officer appointed for the purpose may deem necessary to prevent the spread of the disease.

10. It will be the duty of the Port Officer to facilitate the conveyance to all vessels in quarantine of such supplies of provisions, stores and other articles as may be required by those on board. Such supplies will be placed on the boats of the vessels in quarantine to be subsequently removed by members of their crews.

11. All vessels arriving at Zanzibar which may have communicated with vessels coming from an infected or suspected port, shall be subjected to the same rules as vessels arriving at Zanzibar from an infected port.

12. All vessels which have undergone medical inspection and quarantine in the manner above prescribed should have the fact clearly stated on their Bills of Health.

13. All ports in communication with infected ports are to be regarded as suspected and vessels in communication with these suspected ports are likewise suspected.

Inclosure 2 in No. 47.

Regulations for East Africa Protectorate.

WHEREAS under Article 45 (1), of "The East Africa Order in Council, 1897," Her Majesty's Commissioner and Consul-General has power to make Regulations relating to public health;

And whereas it is important to take measures against the possible introduction or spread of the bubonic plague now prevalent in Madagascar.

It is hereby notified that Her Majesty's Commissioner and Consul-General, in the exercise of the Powers aforesaid, has made, subject to the approval of Her Majesty's Secretary of State for Foreign Affairs, the following

Regulations.

1. No person or goods coming from an infected or suspected port shall be permitted to land at any port or place in the East Africa Protectorate, hereinafter called the Protectorate, except Mombasa, Lamu, or Kismayu, until they have obtained at one of the three ports aforesaid a clean bill signed by the medical officer of the province, or by a qualified medical officer empowered to act on his behalf.

"Infected" port means a port at which the plague is declared to exist. "Suspected" port means a port at which there is good reason to suspect its existence, or which is in communication with an infected port.

2. The commander of every vessel, including buggalows or other native craft, arriving at any port or Protectorate from an infected or suspected port, shall, before entering the harbour, hoist a yellow flag (or, if entering the port at night-time, exhibit two red lights, one above and the other at the main), and indicate by signal the port from which such vessel has come, and shall keep such flag and signals flying until permitted to take them down. The pilot or Health Officer, or Port Officer, on going alongside a vessel from an infected or suspected port, shall direct the flag prescribed above to be hoisted, if this has not been already done.

3. The commander shall not, except as hereinafter provided, allow any communication, except orally or by signal, with the shore or with any other vessel or boat, except the pilot's or Health Officer's, or Port Officer's boat, with which communication shall be limited to receiving the pilot who shall proceed straight to the bridge.

4.—(1.) All vessels passed as "healthy" according to the procedure prescribed in these Regulations, and carrying a qualified medical officer, shall be given pratique, even though twelve days may not have elapsed since their departure from an infected or suspected port; provided that, in the case of a healthy vessel which has been in an infected or suspected port within twelve days of its arrival in the Protectorate, the following measures shall be taken before the crew and passengers are allowed on shore or to mix with the local population:—

(*a.*) The persons on board shall be medically inspected.

(*b.*) The soiled linen and personal effects of the crew and passengers which, in the opinion of the officer appointed for the purpose by Her Majesty's Commissioner, may be regarded as contaminated or likely to be contaminated, shall be disinfected.

(*c.*) A watch shall be kept over the health of the crew and passengers until twelve days from the date of departure from the infected or suspected port.

(*d.*) The crew shall not be permitted to land except on duty, and subject to such precautions as the officer appointed for the purpose by Her Majesty's Commissioner deems necessary.

(*e.*) The bilge-water shall be pumped out after disinfection, and all water on board the vessel thrown overboard.

(2.) A vessel which carries no qualified medical officer shall not be given pratique until twelve days from the date of its arrival in the Protectorate. Until the twelve days' period has expired, such vessel shall, during its stay at any port of the Protectorate, remain at the quarantine anchorage appointed from time to time by the Port Officer by general or special order in this behalf. Until a vessel has been given pratique it shall have no communication with the shore, except orally or by signal.

5. On the arrival of a vessel from an infected or suspected port whose destination is a port of the Protectorate, an officer appointed for the purpose by the Commissioner shall go alongside and ascertain whether twelve days have or have not expired since its departure from an infected or suspected port.

(*a.*) If twelve days have expired since its departure from an infected or suspected port, and if it carries a qualified medical officer, the officer appointed for the purpose shall board the vessel and make such inquiries and inspection as he thinks necessary, and may require a declaration on oath from the medical officer of the vessel or the captain, or both, as to the existence of plague or other infectious disease, or any suspicion thereof, on board the vessel, either during the voyage or before its departure. He shall then declare whether the vessel is "healthy," "suspected," or "infected," as defined in Regulation 8. If he is satisfied that the vessel is "healthy," he shall be given pratique forthwith. If he declares it to be "suspected" or "infected," it shall be dealt with in the manner prescribed in Regulation 8.

(*b.*) If on the arrival of a vessel it is ascertained that twelve days have not expired since its departure from an infected or suspected port, the procedure to be followed will depend on the fact whether the vessel carries a qualified medical officer or not. If it carries such an officer, the officer appointed for the purpose shall make such inquiries as he thinks necessary; and if he comes to the conclusion that the vessel is "healthy" he shall give it pratique, subject to the measures prescribed in Regulation 4 (1). If the vessel carries no qualified medical officer, it shall be detained at the quarantine anchorage until twelve days have expired since its arrival in the Protectorate, after which the officer appointed for the purpose shall take measures specified in clause (*a*) of this Regulation and classify the vessel.

Provided, however, that the officer appointed for the purpose may at any time before the expiration of the aforesaid period of twelve days make such inquiries and inspections as he thinks necessary, and if, as the result thereof, he comes to the conclusion that the vessel is "infected," he shall forthwith, and without waiting for the expiration of twelve days' period, order it to be treated as infected.

6. On the arrival of a vessel which is onward bound, and which uses a port of the Protectorate as merely a port of call, the officer appointed for the purpose by Her Majesty's Commissioner shall go alongside and ascertain whether twelve days have or have not expired since its departure from an infected or suspected port.

(*a.*) If twelve days have expired since its departure from an infected or suspected port, and if it carries a qualified medical officer, and if the officer appointed for the purpose is permitted to make such inspections as he thinks necessary, and as the

result thereof, and as the result of any inquiries he may make, he is satisfied that the vessel is "healthy," the vessel shall be given pratique, except as regards cargo considered as dangerous by the Health Officer. Otherwise it shall remain in quarantine at the anchorage appointed for the purpose by the Port Officer during its stay in port; no person shall be landed therefrom, and no communication with the shore or with other vessels shall be allowed except the landing of mails in quarantine and the embarkation and disembarkation of passengers in quarantine.

(*b.*) If twelve days have not expired since its departure from an infected or suspected port, the procedure to be followed will depend on the fact whether the vessel carries a qualified medical officer or not. If it carries such an officer, the officer appointed for the purpose shall make such inquiries as he thinks necessary, and if he comes to the conclusion that the vessel is "healthy" he shall give it pratique, subject to the measures prescribed in Regulation 4 (1), provided that such vessel may, instead of seeking free pratique, remain in quarantine at the quarantine anchorage appointed for the purpose during its stay in port. If the vessel carries no qualified medical officer, it shall be detained at the quarantine anchorage during its stay in port.

N.B.—No inspection of a vessel under Regulations 5 and 6 shall ordinarily be made except by daylight, and no business whatever transacted except from the hours of 8 A.M. to 6 P.M.

7. These Regulations shall not prevent the transhipment in quarantine of passengers or other persons or mails or cargo from a vessel in quarantine to another, provided that thereafter the latter vessel shall be in quarantine.

8. For the purpose of these Regulations a "healthy" vessel means "a vessel, even though coming from an infected or suspected port, which has had no death from, or case of, plague or infectious disease on board, either before departure, during the voyage, or on arrival."

A "suspected" vessel means "any vessel which cannot show a clean bill of health for twelve days."

An "infected" vessel means "any vessel with plague or other infectious disease on board, or on board of which one or more cases have taken place within twelve days."

The only measures to which the authorities of the port of arrival may enforce with regard to "healthy" vessels are those which are prescribed for "suspected" vessels (medical inspection, disinfection, pumping out the bilge-water, and the substitution of good drinking water for the water on board), in addition to those specified as regards cargo, except that the measures prescribed for the disinfection of the vessel itself may not be enforced in the case of "healthy" vessels. The following treatment is prescribed for "suspected" and "infected" vessels respectively.

"Suspected" vessels are subject to the following measures, which will be carried out under the orders and supervision of the officer appointed for the purpose:—

(1.) Medical inspection.

(2.) Disinfection: the soiled linen and personal effects of the crew and passengers, which in the opinion of the officer appointed for the purpose may be regarded as contaminated, or likely to be contaminated, shall be disinfected or destroyed.

(3.) Pumping out the bilge-water after disinfection, and the substitution of good drinking water for the water stored on board.

(4.) Disinfection of all parts of the vessel which have been inhabited by plague patients, and any other measures of disinfection that may be ordered by the officer appointed for the purpose.

A watch shall be kept over the health of the crew and passengers for twelve days from the date of the arrival of the vessel; and the crew shall not, without the special permission of the officer appointed for the purpose, be allowed to land, except on duty, and subject to such precautions as he deems necessary.

All infected vessels, upon being declared infected by the medical officer, shall proceed at once to Zanzibar, where the sick, as soon as practicable, will be disembarked and isolated, and the other precautions prescribed by the Zanzibar Quarantine Regulations complied with.

9. Any mails or cargo which may be brought by any vessel arriving from an infected or suspected port shall be landed under such precautions as the officer appointed for the purpose may deem necessary to prevent the spread of disease or infection.

10. It will be the duty of the Port Officer to facilitate the conveyance to all

vessels in quarantine of such supplies of provisions, stores, and other articles as may be required by those on board. Such supplies will be placed on the boats of the vessel in quarantine, to be subsequently removed by members of their crews.

11. All vessels arriving in the Protectorate which may have communicated with vessels coming from an infected or suspected port shall be subject to the same rules as vessels arriving from an infected port.

12. All vessels which have undergone medical inspection and quarantine in the manner above prescribed shall have the fact clearly stated on their bills of health.

13. All ports in communication with infected ports being regarded as suspected, vessels in communication with these suspected ports are likewise suspected.

14. When in the opinion of the Principal Medical Officer sufficient ground exists for the relaxing or increasing the stringency of any of the aforesaid Regulations, in special cases, he may make a recommendation to that effect to Her Majesty's Commissioner, who will, should he deem fit, give effect to it.

15. These Regulations are hereby declared urgent.

(Signed) A. H. HARDINGE,
Her Majesty's Commissioner and Consul-General.

Mombasa, December 16, 1898.

No. 48.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 12, 1899.)

(No. 392.)

Mombasa, December 16, 1898.

My Lord,

I HAVE the honour to inclose herewith a copy of a letter from the Treasurer of this Protectorate, transmitting, with a completer copy of the Estimates for the next financial year, on which he comments at length, copies of letters addressed to me from three Sub-Commissioners and four Heads of Departments, explanatory of their respective provincial and Departmental requirements, and handed over to him by myself when we discussed and framed together, about a fortnight ago, the general Budget of the whole territory.

Mr. Bradbridge, in his covering letter, has discussed the proposed increases in expenditure so fully that it is hardly necessary for me to go over them again in detail. I wish, however, to touch upon a few points which seem to call for special explanation:—

1. I have thought it necessary to ask for two new Collectors, one for Mombasa and one for Ulu, and a Political Agent, who shall have the pay and rank of a Collector, though his duties would be slightly different, for Masailand. The local routine work, especially judicial, both here and at Machakos, has so greatly increased that the Sub-Commissioners in Seyyidieh and Ukamba find it impossible, if they are to discharge their local duties as Collectors and District Magistrates, to supervise efficiently the general work of their respective provinces, or to leave, even for a few days, the provincial head-quarters.

By separating the offices of Sub-Commissioner and Collector at Machakos and Mombasa, Mr. Craufurd and Mr. Ainsworth will be free to move about their provinces—the two most important and populous ones in the Protectorate—and to attend to their general administration work, without being burdened by a mass of petty detail work, which could more properly be performed by their subordinate officers. I propose to appoint Mr. Gilkison Collector of the Ulu district, and Mr. Tritton Collector of the Mombasa district, so that two new Collectors would have to be appointed from among the ranks of the Assistant District Officers for the Tana River and Vanga districts, which these gentlemen would respectively vacate.

I have long felt the necessity of an officer of experience quartered among the Masai, and in constant intercourse with Lenana; and in the annual Report which I had the honour to address to your Lordship (No. 250 of the 12th August), I explained the circumstances under which I had provisionally constituted a new sub-division of the Province of Ukamba, to be called the Masailand Agency, and had placed Dr. Hinde at its head. I have called Dr. Hinde "Political Agent" rather than Collector and District Officer in Masailand, because, in the existing state of our relations with the Masai, his functions will, for the present at least, be political and diplomatic rather than administrative, and will not entail a supersession of Lenana's internal authority over his tribes-

men, but rather a friendly supervision over its application, such as I myself exercise on a larger scale over that of the Sultan of Zanzibar. Dr. Hinde will, however, have the rank and pay of a District Officer. He has up till now drawn his medical pay, but has been seconded for political work, and has been called "Acting Political Officer in the Masai country," under the immediate supervision of the Sub-Commissioner.

In the annual Report above referred to, I recommended the establishment of a new station, which should serve as the residence of either the Collector or Assistant Collector of the Tana River District at Hameye, and your Lordship will observe that I have made provision for such a station in the Estimates. I am, however, disposed to think, after further consideration of the subject, that if we are to have a new station on the upper waters of the Tana, as a means of extending our influence northwards from Kitui, it would be better to establish it further west, and to include it within the Kenia rather than within the Tana River district. A consideration which has influenced me has been a request which has been made by the English traders residing at and near Kikuyu that an Administration officer should be stationed in the northern part of the Kenia district, n the country known as Maranga or Mbe, and marked by the latter name on our latest official maps. I have also received an application from Herr Hübner, Messrs. Hansing and Co.'s agent at Mombasa, for permission to open a trading station in this region which is inhabited by a dense and, on the whole, friendly population, and is full of ivory; and, whilst I should welcome there the presence of European traders, they should, I think, be watched over and controlled in their dealings with the natives by a responsible Government official. I propose, therefore, to establish in Maranga a sub-district of the Kenia district, with Mr. Crawshay as Assistant Collector in charge, and to divert, for the erection and maintenance of a station there, the sums which I have asked for Hameye. At the latter place I should not, I think, this year, propose to have a permanent station, but the Collector of the Tana River district, or his Assistant, would, as soon as the advent of the Tana steam-launch made this feasible, visit Hameye and the surrounding country from time to time, camping there for short periods, and gradually establishing relations with the surrounding natives.

I propose to add to the number of Assistant Collectors by appointing one for the district of Kitui. During this, the first year of its formation, Mr. Lane, who was feeling his way, and slowly and cautiously consolidating his position, was able to dispense with an Assistant, but now that the people are becoming more accustomed to the exercise of his authority, and that its area is extending, it is desirable that he should have another English officer by his side to assist and relieve him in case of sickness or absence, on tour in the district, from head-quarters. I am retaining an Assistant District Officer at Kibwezi in view of the existence of a large railway centre at Makindu, the uncompleted buildings, &c., at which will continue to employ, for a good many months to come, a considerable number of native and Indian workmen; but once this important railway has been finished, and the line itself is within a few hours of Machakos, there seems no reason why Kikumbulin, with its poor, scanty population, should not be worked from Ulu, and the Government station at Kibwezi abolished.

2. Your Lordship will observe that Mr. Ainsworth, in the letter forwarding his estimates, the amount asked for in which I have reduced from nearly 2,000*l.*, urges the creation of a Woods and Forest Department. I eliminated this item as unnecessary, but at a recent personal interview with Mr. Ainsworth, that gentleman convinced me that, even if *I was right in thinking that the time had not yet come when we could afford any expensive* machinery for this purpose, yet that it would be a great advantage to the Protectorate, and especially to the Province of Ukamba, to have attached to the Administration an expert in forestry and planting who would be able to give his whole time to the preservation of useful trees, the planting of new ones hitherto unknown here, and the prevention, with the assistance of the local Executive and police, of the ruthless destruction of timber which is going on in certain districts, and notably in the Kikuyu forest, to the great detriment of the fertility of the land. Mr. Ainsworth believes such a man could easily be procured from Messrs. Sutton's or any other firm dealing in seeds at home for some 200*l.* to 250*l.* a-year. He would not need to be a person of superior education, or any pretension to the position of a gentlemen, but simply a good gardener and woodman; and, as he would thus cost little, I would recommend the appointment being made, as one which will ulimately prove remunerative. It would not be necessary to add to the sum total of our expenditure. We could, for instance, not fill up, in the present year, one of the two Assistant Collectorships which will fall vacant if my proposals respecting the administration are carried out. There is no pressing necessity, for example, for an Assistant Collector in the Vanga district, where the Collecter can, if need be, rely in many matters of detail on the help of two loyal and intelligent Arab Walis.

3. I have asked for an increase of 100*l.* in Mr. Ainsworth's salary. When it is borne in mind that he has to administer a province with six large districts and nearly 1,000,000 inhabitants, including the warlike race of the Masai, and that his work has been greatly increased by the advent of the railway, with its thousands of coolies, the maintenance of good relations between whom and the natives is a matter of vital importance to its progress. When, moreover, it is considered that he has performed his duties with eminent success, gained the confidence of the people, and established the authority of Government without any punitive expeditions on a large and expensive scale, a total salary of 600*l.* a-year will not, I trust, be deemed, in his case, excessive remuneration.

I have asked for an increase of 50*l.* for Mr. Craufurd, in respect of the new and paying Inland Revenue Department, which we have separated from the Customs, and for which he will now become responsible.

4. The increases in the Treasury are, I venture to submit, justified by the heavy increase of work which has been thrown upon the department, owing to its having to be responsible for Uganda relief, Uganda transport, and Major Macdonald's expedition, as well as for the growth of work connected with this Protectorate, which is the result of the opening of new districts and stations.

5. Mr. Marsden's work as "Protector of Emigrants" has hitherto not been remunerated, but has greatly increased with the growing influx of coolies for the railway. An addition of 100*l.* to his salary on this account is, therefore, I would venture to submit, not unreasonable.

6. I have asked for 50*l.* more for the Principal Medical Officer, in accordance with the statement of the Lords of the Treasury quoted by him, that he may have an increase if the work increases. This it has undoubtedly done; the inspection and disinfection work which has become necessary here in consequence of the outbreak of plague in Madagascar, having alone (not to speak of the growth of the Protectorate staff here) largely added to Dr. MacDonald's duties.

7. With reference to the military estimates, I observe in the confidential print that proposals have been made by the Intelligence Department of the War Office which, if accepted by Her Majesty's Government, would increase our military expenditure from 30,163*l.* to 48,000*l.* for the first year and 41,000*l.* for all successive ones. I earnestly trust that your Lordship will hesitate to sanction this large increase of expenditure, which will either necessitate retrenchment in other departments, or postpone for an indefinite period the date at which this Protectorate will cease to be a burden on Her Majesty's Treasury. There is nothing in the political or military situation here to call for so large an increase in our military budget. The era of wars with the natives, which were inevitable before we could induce them to recognize our authority, is almost over. The Witu campaigns finally pacified the Province of Tanaland, the suppression of the Mazrui revolt that of Seyyidieh. It seems improbable that the Ogadens, if tactfully managed, will require a fresh lesson, now that they have had the one which I always warned your Lordship would be necessary sooner or later, so that, but for the possibility of a conflict with Abyssinia, it may be hoped that we shall now have peace in Jubaland. In Ukamba the tribes are none of them really formidable and, though it is possible that we may be forced into hostilities with the Masai, I do not think they would be difficult to deal with, as the Wakamba and Wakikuyu would be only too delighted to join in any punitive expedition against them, and the destruction of one or two of their herds would soon bring them to their knees. Their country, moreover, will, in a few months, be traversed from end to end by the Uganda Railway, and few points in it will be more than a week's march, including the railway journey from the coast.

I would therefore urge that at first, at any rate, we should content ourselves with the original scheme recommended by Captain Harrison, which I believe myself, from what I know of the country, will be found practically adequate. Undue economy in the military department no doubt led to the mutiny in Uganda, but I think we should guard ourselves against a reaction in the direction of excessive lavishness. It should, moreover, be remembered that the circumstances in Uganda were very peculiar, and are not likely to arise again in this country, where nothing corresponding to them exists. Our forces, if constituted and officered as suggested in Captain Harrison's original scheme, would, I believe, be quite equal in suppressing any local troubles. No doubt it would be an advantage to have so large a number of military officers that, if one were to be on the sick list, a spare one would be immediately available to perform his duties: but we cannot afford to act on this principle with our civilian staff. Our civilians have, all of them, occasionally, if a colleague falls sick, to do extra work, and there is no reason to believe that our military officers would be unable or unwilling to do the same.

I have the honour to transmit herewith the approximate Statement of the assets and liabilities of the Protectorate on the 31st March last, to which is appended a copy of an explanatory Memorandum by Mr. Bradbridge.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 48.

Mr. Bradbridge to Sir A. Hardinge.

Sir, *Mombasa, December* 13, 1898.

IN handing you two complete copies of the Estimates for the year 1899–1900, I have the honour to invite your attention to the following *errata* in the copy which was dispatched by last mail:—

Revenue, Schedule No. 2:

For "revenue refunded" read "revenue from Ferries."

Expenditure, Schedule No. 5.—Personal emoluments:

For "allowance as Protector of Immigrance" read "allowance as Protector of Immigrants."

Expenditure, Schedule No. 10.—Personal emoluments:

For "European overseer at 170 rupees per month and servant's allowance, 50 rupees," read "European overseer at 170 rupees per month and servant's allowance, 15 rupees."

With reference, in the first place, to the revenue, the figures appear to be highly satisfactory, all the heads wiih the exception of one showing an anticipated increase, or, in the aggregate for the year, the sum of 13,836*l.* In the past, the officers responsible for the figures included in the revenue estimates have, generally speaking, so closely approximated their estimates to their actual receipts, that I have no reason to doubt the Returns for the coming year being reached within a trifling amount.

The exception alluded to above is the Transport Department, but this will be dealt with when we come to review the proposed expenditure, as shown in the Transport Schedule. The same remark applies to the profits on copper coinage, which is a revenue earned by the local Treasury.

Turning now to the expenditure, and, firstly, the Administration, I have the honour to inclose letters from the Sub-Commissioners of the Provinces of Seyyidieh, Ukamba, and Tanaland, marked (A), (B), and (C) respectively, which will enable his Lordship to see in which quarters the proposed chief increases in provincial expenditure have been made. There is a total increase asked for of 4,302*l.* The District Officers cost 1,200*l.* more than last year; Mr. Craufurd asks for 50*l.* per annum more, as he has taken charge of various revenue departments in his province, and for the provincial subordinate staff 327*l.* per annum more, in view of the increasing work in his department. For the printing office, 55*l.* more per annum is requested. The inland revenue office (exclusive of 50*l.* for Mr. Craufurd and 55*l.* provided for last year under Customs) is estimated to cost 277*l.*, but this promises to be small in proportion to the revenue in which a large increase is looked for. For the civil police, Mombasa, greater numerical strength is found necessary at a total increased cost of 772*l.* in pay and clothing.

Mr. Ainsworth, as you are aware, has asked me for an extra 100*l.* as salary, and a veterinary surgeon has been provided for Ukamba at a cost of 360*l.* per annum. Mr. Ainsworth asks for further clerical assistance, which, with some additions to the present pay of his clerks, is responsible for 310*l.* per annum over last year's allowance.

In the Tanaland staff a difference of 99*l.* will be observed, this is chiefly for Arabic writers and interpreters.

In Jubaland the pay of the subordinate staff, including the Political Agent at Bardera, is estimated to cost 103*l.* more than last year.

Station askaris and porters, with rations and uniforms for the whole territory, are estimated to cost 1,695 over last year. Ukamba and Tanaland, with the proposed new station at Hameye, are mainly responsible for this.

Boat boys for the whole territory show an increase of 104*l.*, and rents of 87*l.* Not only have rents greatly risen in Mombasa, but the Government buildings do not provide nearly sufficient accommodation for offices and stores.

Arms, rewards, and gratuities, station stores, and boats, together only show an increase of 118*l.* for the territory.

The up-keep of the Lamu launch has been transferred to Administration, and allowing for this and the new launches on the Tana and Juba, the extra cost is estimated at 380*l.* per annum.

Contingencies are somewhat heavier, viz., 567*l.*, and as it is conceived that the Sub-Commissioners making the Returns are better able to judge of such requirements than the local Treasury, the amounts entered in their Schedules have, in most cases, been allowed to stand.

The civil gaol is responsible for 231*l.* more than last year, but as the number of prisoners is much on the increase, more warders, more food, and clothing are also required.

It will be observed in comparing the Estimates as framed with the letters of the various officers that in some instances both reductions and omissions have been made. A European Inspector of Police has been disallowed; station labour disappears, and is classified under either "Station Askaris" or "Public Works;" the cost of the up-keep of the launch on the River Juba has been reduced from 7,500 rupees to 2,500 rupees; and in other instances curtailments have been made in order to keep the Grant-in-aid applied for within the limits of former years. Public works has suffered considerably as a consequence, but this will be referred to later on.

The military establishment is estimated to cost 5,002*l.* less than last year, and yet provision is made for two more European officers, who, it is proposed, should draw salaries of 600*l.* and 400*l.* respectively. The important saving is in the Indian contingent, the numerical strength being less, and no provision being required for transport by sea, or for gratuities.

The Treasury shows a reduction of 477*l.*, but this is owing to the proposal to charge one-third of the cost to the Uganda Protectorate, as in the case of the Transport Department. The work on account of the sister Protectorate is, and has been, extremely heavy, and it seems only reasonable that she should bear a portion of the expense.

I trust that you will kindly support the application of the various officers for increased salaries, as the work has been arduous and the staff weak, owing to causes which have already been reported to you more than once. I refer in particular to the Ukamba accounts, which are months in arrear, and the non-receipt of which compelled me to send up Mr. Thorpe (a European Treasury Assistant) to Machakos to endeavour to overcome the back work as quickly as possible. Not only have I been without Mr. Thorpe's services already for three months, but in order to prevent a repetition of the Ukamba accounts again falling behind, I propose to keep Mr. Thorpe at Machakos, with a subordinate clerk or two, as a branch of the Accounts Department. Next year there will probably be eight stations in Ukamba, and I do not think it advisable to leave the accounts longer in the hands of officers who, however willing, are unable from want of training to render them properly.

I impute no blame to Mr. Ainsworth for allowing his accounts to fall into arrears, for, as you are aware, the Uganda transport has been a great strain upon his resources and those of his officers. Nevertheless, the Treasury will have to suffer in the future, as many months' accounts will come in shortly and have to be worked up in that department. I am further losing the services of Mr. Skene, who is ordered home owing to an affection of the eye. My European staff is therefore reduced by half.

In addition, however, to the work of the Treasury, I venture to base my claim and those of my indefatigable assistants on another ground, and that is, that the Treasury has now become a revenue-earning department.

By the manipulation of the copper coinage, the introduction of which into the Protectorate may, I believe, be legitimately claimed by the Treasury, a revenue will this year be shown to the extent of some 2,700*l.*, which will nearly cover the whole expenses of the department, and it will be seen that the sum of 2,500*l.* is estimated as revenue for next year.

Judicial.—Copy of a letter, marked (D), received from the Acting Judicial Officer is attached. There is a total proposed increase of 539*l.* in this department. It is proposed to pay 300*l.* per annum to a legal adviser to the Government, a want which has long been felt. An augmentation of the subordinate staff by two clerks and some addition to the pay of others calls for 257*l.* more, but only 19*l.* as against 50*l.* last year is asked for towards sustaining a legal library.

Customs and Shipping.—Copy of a letter marked (E) from the Chief of Customs is inclosed. Mr. Marsden asks for an addition of 100*l.* per annum as Protector of Immigrants,

or failing this the same increase to his salary as Chief of Customs. The total increase asked for by Mr. Marsden's department is 2,647*l.*, but against this there is an estimated increase of revenue of 5,700 in duties, and 640*l.* in harbour dues.

The steam-ship "Juba" should proceed to Bombay about December next, and 971*l.* is asked for in order that she may be overhauled. The "Juba" is undoubtedly a useful little vessel, but her rolling propensities and want of cabin accommodation render her at present one of the most uncomfortable ships afloat and the above sum would cover the cost of a remedy to this discomfort. In order to maintain connection with Zanzibar and the northern ports during the absence of the "Juba," it is proposed to subsidize one of the Zanzibar Government steamers, or some other available steamer, at an estimated cost of 635*l.*

Port Office.—It is proposed in a great measure to detach this office from the Customs, the increase in cost is estimated at 184*l.*, and no doubt greater efficiency will be insured when the Port Officer has his own staff, and can devote his whole time and attention to the many and growing needs of the two harbours of Mombasa and Kilindini.

Post and Telegraphs.—I attach copy of a letter from the Postmaster-General marked (F.).

It has been found necessary owing to the growth of the various branches of the Post Office in the Protectorate to sever the connection of the Postmaster-General with Zanzibar, and engage his services entirely for East Africa. This will cost in salary 300*l.* per annum extra, and Mr. Remington requests various additions to the pay of his staff and the engagement of additional postmasters to enable him to place his department on a sound footing. The increase in the expenditure of the Post Office is estimated at 1,583*l.* in the aggregate, but this is considerably more than covered by the anticipated augmentation of the revenue which is estimated at 2,080*l.* over that for the current year.

Medical.—The Principal Medical Officer has requested that he may receive an addition of 200*l.* per annum to his salary (see copy of letter marked (G)), but as he compares his position with the Principal Medical Officer in Uganda, his position with regard to private practice was also compared, with the result that his salary has been entered in the estimates at 600*l.* per annum of which it is suggested that Uganda should provide 50*l.* per annum to cover the work done for that Protectorate.

Dr. MacDonald asks for a considerable addition to his hospital staff, and it was not considered advisable by you to attempt to greatly reduce the estimate, partly in view of the increase of the plague which has now extended to countries lying at the south of the Protectorate in addition to the original centres in India. For medical and surgical stores the extra figure of 238*l.* will be required, and this is considerably below what Dr. MacDonald thought needful.

In the Native Civil Administration a proposed increase is shown of 561. The Somalis, both Herti and Ogaden, participate in this, as also does the Sultan of Witu, to whom it is proposed to give an extra 100 rupees per month; a Chief Cadi of Mombasa has been appointed at a salary of 120 rupees per month, and presents to Chiefs in Jubaland and Ukamba are expected to cost nearly 1,500 rupees more.

Public Works.—In personal emoluments the annual increment of 600 rupees to the Superintendent is provided for together with some additions to the staff. A draughtsman and storekeeper are much required and are included in the staff. The foreman and assistant foreman are brought into the permanent list instead of as hitherto their wages being charged to up-keep and repairs. There is a saving in the wages of the engineer and fireman of the condenser of 2,100 rupees per annum, but in the aggregate the estimates exceed those of last year by 183*l.*

Public Works recurrent shows an anticipated expenditure over this year of 775*l.* For the Province of Seyyidieh the proposed increases are small. In furniture 285*l.* more will be required to furnish the Court and at least three new houses in Mombasa, besides providing for the renovation of furniture in all the offices custom-houses, &c., all over the territory. The sum of 2,000 rupees is asked for to complete a "Revenue Survey," but this will doubtless repay itself in the course of a short time.

Public Works Extraordinary.—The excess under this head in comparing the present year with 1899–1900 is 4,909*l.*, but out of this 1,500*l.* has already been sanctioned by telegram for a new pier and crane, which will at once become remunerative. A house for the Postmaster-General is asked for at a cost of 750*l.*, and for the commencement of the Law Courts, 500*l.* As instructed in the Foreign Office despatch No. 238, dated the 28th September, 1898, a sum has been included for such necessary works as harbour buoys, lights, and beacons, and small piers at Melindi and Kipini, aggregating 1,482*l.*

For Ukamba Mr. Ainsworth asks 1,511*l.* for very necessary work which, indeed, as you will remember when we framed the estimates, was all that was allowed to stand. The

iron sheets and planks for roofing seem imperative, in view of the present grass thatching taking fire.

For Tanaland the sum asked for is modest, being only 381*l.* as against 504*l.* for the current year.

For Jubaland we have only entered 658*l.*, the sum of 6,000 rupees being for officers' quarters. It will be seen from the copy of Mr. Jenner's letter (C) that he wanted 24,000 rupees, but it appeared that we were unable to include the whole of this sum in the schedule if our Grant-in-aid was to be kept within the normal limit.

Transport.—In this department the personal emoluments are somewhat reduced, owing to the elimination of the salary of a European assistant at 200*l.* per annum, and, notwithstanding provision for some increase of salaries, the saving is 148*l.* For the registration of porters there is an augmentation in the new year's estimates of 157*l.* to be accounted for chiefly by another Registrar being required in Ukamba.

In other charges a reduction would have appeared, but Mr. Jenner requires 524*l.* for transport, to enable him to keep open his communications with Afmadu and other places.

The great difficulty experienced in framing the estimates for this department was in the carriage of goods, as in this period of transition we are unable to foresee whether we can depend in the least on animal transport, and *per contra* the same remarks apply in estimating the revenue. We have included the item of 10,000 rupees for the pay of porters, but should animals fail us altogether, this amount is certain to be largely iucreased. On comparing the two years' estimates we ask for 1,670*l.* more for next year.

Miscellaneous.—A slight reduction of 10*l.* appears here in the aggregate, notwithstanding printing office requisites and stationery, totalling 300*l.* more than for the current year. A larger quantity of stationery is necessary, as we have not only to supply all the departments in the territory, but are constantly called upon to send loads of paper, envelopes, &c., to Uganda, to replenish the stocks of the 27th Bombay Light Infantry. For this, of course, Uganda is charged.

The Sultan's rent and interest remain as hitherto.

The expenses for audit will be added in London. For telegram and exchange no estimates can be given, but with regard to the latter, although we only ask for a Grant-in-aid to the same extent as for this year, the difference in the rate for exchange diminishes our sterling allowance by between 3,000*l.* and 4,000*l.*

The column for the "actual" revenue and expenditure is filled up, so that the instructions of the Lords Commissioners of Her Majesty's Treasury may be literally carried out, and the Statements of assets and liabilities is also attached for the same reason. The expenditure under the various heads is shown, and extraordinary expenditure also appears. Too much importance, however, must not be attached to these figures, as in their present form they are certain to be misleading, owing to the want of the Ukamba accounts as already referred to. It is impossible to say what changes may occur when the final accounts come to be embodied in the books.

I have, &c.
(Signed) E. BRADBRIDGE, *Treasurer.*

Inclosure 2 in No. 48.

[A.]

Sub-Commissioner Craufurd to Sir A. Hardinge.

(No. 136.)

Sir, *Mombasa, December 7,* 1898.

IN transmitting to you the Estimates for 1899–1900, I have the honour to submit the following observations upon the revenue and expenditure of the Seyyidieh Province :—

1. *Revenue from Customs.*

The actual figures for customs duties are supplied by the head of that department. I learn, however, from him that, of the estimated increase of 5,700*l.*, of customs revenue for the whole Protectorate, 5,000*l.* may be safely attributed to the progress of the trade of my province. This is not only creditable to the working of the department, but also to the Executive officers under whose efficient administration the country is governed.

2. *Inland Revenue.*

Since the transfer under your authority of the whole of the inland revenue of my province to my control, I have been able to largely increase the collections. I estimate the income for 1899–1900 at 6,330*l.* or 2,800*l.* over last year's figures. Of this increase 1,200*l.* comes from the lease under contract of the tramway-line and the remainder from licence fees and royalties.

3. *Expenditure.*

The ever increasing work at Mombasa has led me to provide for a Collector in lieu of an Assistant Collector, making an apparent increase of 150*l.* a-year in the provincial charges; it will not, however, become a real one, as I hope to work the Wanga district with one British officer, in which case a saving of 100*l.* a-year will be made.

The subordinate staff, which, as you are well aware, acts as the machinery not only of my Provincial Government, but also of that of whole Protectorate under yourself during your frequent visits to the capital, and under myself during your absence on leave, has worked excellently during the past year, the improvement in pay, and position, as well as the new appointments I have made, with your sanction, in order to insure a continuance of the loyal and efficient service so indispensable in revenue duties.

The advent of the Uganda Railway and openings continually occurring elsewhere of increased wages tempt the skilled clerks to leave the service. I therefore beg that you will represent to the Secretary of State the difficulties under which this Administration is labouring, and the necessity, if inland revenue is to grow, of securing the retention of the services of the present staff.

I have with your sanction inserted a small allowance to mark my appointment as Controller of inland revenue and as Chief of the Department, which otherwise would appear to be entirely in the hands of the Superintendent, who, as an Eurasian, might possibly create friction with white people.

The increase in the civil police charges is less than I would have liked to have asked for, but I will endeavour, in view of your desire to have the non-remunerative services worked as economically as possible in consistence with efficiency, to police this city with the numbers I propose. On the other hand, I have somewhat reduced the cost of askaris, &c., elsewhere as detachments of the force in Mombasa can, on emergency, be sent on special or temporary duty elsewhere.

I have, &c.
(Signed) C. H. CRAUFURD.

Inclosure 3 in No. 48.

[B.]

Sub-Commissioner Ainsworth to Sir A. Hardinge.

(No. 191.)

Machakos, November 8, 1898.

Sir,

I HAVE the honour to inclose herewith the Estimates of revenue and expenditure for the Province of Ukamba for the coming financial year 1899–1900, and I trust that they may be dealt with in as liberal a spirit as possible.

You will find that I have asked for a considerable increase of the clerical staff. I consider this necessary if clerical work and accounts are to be kept up to date without interfering with the other duties of the Administrative officers. I trust you will give this matter your favourable consideration.

You will notice that I have also asked for a storekeeper—one is necessary to keep the general stores at Machakos, which supply the province.

Another item, which did not appear in the 1898–99 Estimates, is the one of interpreters: very few of the officers speak any native language* except Swahili, hence it is necessary to provide interpreters; previously certain askari, &c., acted as interpreters.

* Except Swahili.

I have asked for an European Inspector of Police. The police force of the province is a fairly large one, and needs some central supervision; and, in the event of Europeans or Indians having to be arrested, it is better to be able to send an European officer of police. The advent of the Uganda Railway into these regions makes this matter now a necessity.

Post and Telegraphs.—There has been considerable post-office work both at Machakos and Kikuyu in the past; this will increase in the near future; each of these offices have to recruit large parties of runners to carry the mails. I have asked for a half share of the wages of the clerks employed.

The other half of their wages I have placed against transport because these clerks are also employed as registrars in the registration of porters, &c.

Public Works.—In the Public Works recurrent I have allowed for the wages and rations of Headmen, fundies, and labourers who must be kept on these stations to keep them in repair. These buildings are not built of cement or lime, they are constructed of mud and stones, and, consequently, are not permanent, therefore they need constant repair; added to them, there are the grass roofs, which cover every building except Ndi. At present these grass roofs do not last more than eighteen months, when they require renewing. This work in itself, in stations like Machakos and Kikuyu, requires a lot of men. Could a lot of the roofs be roofed with corrugated iron this coming year, then a great deal of the recurrent expenses would be avoided, and, what is still more important, the continual risk of fire by which a station might any day be totally destroyed, would be practically non-existent.

I have asked for corrugated iron roofing in the Public Works Extraordinary Estimate.

I have also estimated for the building of new quarters for officers, another house is badly needed at Machakos, as is also a new hospital.

The District Collector's house at Kikuyu will require some considerable outlay to complete it in the coming financial year.

And the station for Masailand will require building if you decide to continue the district.

Bondoni is a junction camp on the main road to the railway, and I think it would be greatly improved if a well was sunk here. I have sunk a hole in a place near the camp and have found water; a well about 30 feet deep would give an ample supply of water for everybody.

I am of opinion that the time has arrived when Her Majesty's Government should make up its mind to commence a Woods and Forest Department for the province; the planting of trees, and the proper preservation of what trees are in the province now will be a source of income in the future, besides having a tendency to improve the rainfall, and make the country generally more fertile.

You may probably think that the present estimates are somewhat large, but I would ask you to remember the increasing importance of the province, the advent of the railway, and the increasing sphere of our influence, and the increasing revenue; and, of course, as our influence increases and continues on a solid basis, the revenue will greatly increase.

You mention in a telegram which I lately received that you were sending a veterinary surgeon up country, I have not included such an officer in my estimates; if it is your desire that one should be stationed here will, you please make arrangements to have the allowances put in the estimates; the appointment of such an officer would be a distinct advantage to the province.

I have, &c.
(Signed) JOHN AINSWORTH.

Inclosure 4 in No. 48.

[C.]

Vice-Consul Jenner to Sir A. Hardinge.

(No. 92.)

Sir, *Kismayu, October* 26, 1898.

I HAVE the honour to transmit herewith to you the Estimates for revenue and expenditure in the Province of Jubaland for the year 1899–1900.

The sum of 5,760 rupees for the payment of the members of the subordinate staff shows a slight increase on that allowed for this year partly due to my including Dualla

in the staff, instead of in the list of station askaris, and partly to an increase of the staff by one clerk and one office boy, and an increase in the rates of pay. Adam Musa's estimated pay is the same as that allowed for this year.

The amount of 3,600 rupees will be required for the wages of the station police and 4,164 rupees for station labour. The rates of pay in this province are rising, and an increased number of police is rendered necessary by our growing responsibilities in connection with the Ogadens.

The use of the Herti police amongst the Hertis has proved a great success, and has obviated on more than one occasion the employment of military force, and I propose, therefore, to enlist a certain number of Ogaden police for service in the Ogaden country.

For rations, arms, and uniforms, I am estimating the same amount as was allowed last year.

Twelve hundred rupees is put down for the pay of the boatmen this year, as I have included amongst them the Towala and Turki Hill ferrymen and two extra boatmen for the harbour.

Our increased subordinate staff renders it probable that we shall require a slight increase in the amount allowed for rent, and I have therefore inserted the sum of 360 rupees under this heading.

One thousand rupees will be needed for rewards and gratuities, and a similar sum for the purchase of a new boat (unless one is in the meantime procured) and repairs to old ones; we shall also want 600 rupees for the wages of gaol warders (whose duty is at present done by the old and infirm Soudanese soldiers who return this year to Egypt), and 7,500 rupees for the up-keep of the steam-boat.

Owing to the extension of Administration, probably next year, larger amounts have been estimated for under the headings of "Contingencies and Presents to Native Chiefs" than were allowed for this year, and a considerably increased expenditure on transport will certainly be necessary to enable visits to be made to Afmadu and its surrounding country and the Bardera district.

Under the heading of Public Works the following sums are asked for: 480 rupees for the pay of mason and carpenter as allowed this year; 2,400 rupees for slight improvements and the repairs of the present Residency (including the offices), the fort, and other buildings; and 24,000 rupees for the erection of new quarters for the Sub-Commissioner and four officers.

The Sub-Commissioner's quarters are at present in the fort, which I should propose to use as a military store-house, orderly-room, and prison, the present prison accommodation being very poor. The new quarters would also house the doctor, whose rooms over the native hospital are only fit for a native hospital assistant, and one of the present two Assistant District Officers leaving two sets of quarters available for new civil or military officers. There would be a saving of 50 rupees a-month, which is now payable for the house used as a military store-house, orderly-room, prison, and Assistant District Officer's quarters, for all of which purposes it is very badly suited.

I am also asking for 2,000 rupees to be expended in improving the three Gosha stations at Sangoro Mafulas, Bua, and Mabunju Kijungu. At the last place the clearing of the bush, which the natives could do for hire, as the labour of the askaris alone would hardly suffice, would add greatly to the political value of the place as it would probably lead to its becoming a dry-weather resort of the Ogadens. A good deal has already been done there, but a good patch of bush should be cleared so as to get rid of the tse-tse fly.

The more we can attract the Ogadens to the river, the greater the hold on them that we acquire, and this means increased trade and expenditure on their part and reduced military expense on ours.

For the Bardero Station we shall want 4,500 rupees besides the 9,000 rupees for the pay of the Somali levy which will garrison it.

As it will probably be found advisable to put some of the Ogaden Chiefs on pay, I am asking for 180 rupees a-month on their account, and I propose to increase the pay of the Hertis Chiefs as a reward for their support during the Ogaden expedition. The allowance to the Gosha Chiefs will be reduced owing to the death of Songoro Mafula. Our revenue will mainly consist of customs duties, as I find that additional taxes, however small, tend to discourage the natives from coming to Kismayu and probably injure trade.

I have, &c.

(Signed) A. C. W. JENNER.

Inclosure 5 in No. 48.

[D.]

Mr. Hamilton to Mr. Bradbridge.

Sir, *Protectorate Court, Mombasa, November* 29, 1898.

I HAVE the honour to forward herewith the Judicial Estimates for the ensuing year.

These estimates refer only to the Courts in Mombasa. It has not been possible to include the Judicial Estimates from Ukamba, Jubaland, or Tanaland, nor from the out districts of Seyyidieh in order to show the total estimated judicial revenue for the Protectorate. But when these figures are received, they should, I think, be picked out and added to the Mombasa Estimates in order that the true judicial revenue of the Protectorate may be arrived at. On the other hand should be shown also the figures representing the proposed expenditure in the provinces for purely judicial purposes.

It should be borne in mind, also, that a considerable proportion of the expenditure at head-quarters in connection with the Chief Native Court has reference to the provinces, and should be borne against the judicial revenue of the Protectorate.

The estimated expenditure at Mombasa has been kept within the lowest limits possible, and the slight increase in the total is, in my opinion, amply justified by the increasing work and revenue.

It will be observed that it is proposed to assign a clerk each to the Provincial and District Courts to do the work of those Courts, which has hitherto been carried out with considerable difficulty owing to the increased pressure of work by the staff of the Protectorate Court.

It is hoped that a sum may be allowed for building a Court for the Protectorate. The godown at present in use, rented at 40 rupees a-month, is most unsuited to the needs of a Court.

The whole work of the Court and office has to be transacted in one room, and it is unnecessary to urge the inconvenience arising therefrom.

A site has, it is believed, been set apart for the building, which could be commenced immediately on an estimate being received, and if it is not considered advisable to advance a total sum of, say, 5,000*l.*, I would suggest that 1,000*l.* be set aside to begin the work.

The Registration Department Estimates, which have been kept separate, call for no remark, except that they show a better Return than has hitherto been the case.

I have, &c.

(Signed) R. W. HAMILTON,

Acting Judicial Officer, East Africa Protectorate.

Inclosure 6 in No. 48.

[E.]

Mr. Marsden to Sir A. Hardinge.

Sir, *Mombasa, November* 26, 1898.

IN handing to the Treasurer the estimated revenue and expenditure of the Departments under my charge for the year ending the 31st March, 1900, I beg to offer a few remarks in explanation.

In revenue, I anticipate an increase of 5,700*l.* derived mainly from larger imports, and an increase of about 400*l.* more in harbour dues, excluding the earnings of the "Juba."

The expenditure in collecting the Customs increase by 1,000*l.*, say, staff of Customs offices and Customs police, and is due to a few advances in the salaries of the staff, but in a great measure to the fact that I have found it necessary to provide for a more efficient control in Kilindini harbour, where an amount of smuggling has lately been carried on, and owing to the increase in the number of the Customs police. Hitherto they have been required to perform twelve hours' duty a-day, including Sundays, but this has led to so much sickness amongst the men, and so much discontent through comparisons with the military, who only do eight hours' duty per day, that I have been compelled to reduce

their working hours from twelve to ten per day in order to put a stop to the constant resignations which were taking place.

I have taken the liberty of adding 100*l.* to my salary to provide for the duties I am called on to discharge as Protector of Immigrants, and which has not hitherto been acknowledged by the payment of any salary. About 17,000 immigrants from India have arrived since the commencement of the Mombasa–Uganda Railway, 10,000 of whom are now in the country, and who are, in addition to immigrants from Seychelles, Portuguese East Africa, and South Africa, whose agreements all require to be registered and vised. The duties in connection with this I have explained to you personally.

Should this not be entertained, I beg that you will consider an increase to my salary as Chief of Customs of 100*l.*, as, at the time I received the appointment, the approximate revenue from customs was 12,000*l.*, whereas it has now increased to nearly 30,000*l.*

I have drawn up the revenue and expenditure for the Port Office separately this year, in view of the wish expressed to you by Captain Pidcock that he might have more liberty in his particular department; and in his salary I have provided for an increase of 50*l.* per annum.

In the estimate for the steam-ship "Juba," I have provided for her proceeding to Bombay in December 1899 for repairs to hull, machinery, additional cabin accommodation, and bilge keels. There is also a sum for the subsidy of Kilwa or Barawa whilst the "Juba" is at Bombay. I have further made a small addition of 50 rupees per month to the salary of the Commander, and 25 rupees per month to the salary of the Chief Engineer. Both these are deserving cases, and I feel I cannot too strongly urge you to give the same your consideration and approval. I would not, however, conceal from you the fact that Captain Wilson is under a contract to serve for three years at a monthly salary of 300 rupees, but with the frequent calls made upon him for the movement of troops in addition to his ordinary voyages up and down the coast, his task has been made no light one. The manner in which he has discharged his duties and given such close attention to the earnings of the ship are deserving of the highest praise. Mr. Byrnes, the Chief Engineer, has also taken the same keen interest in the ship, and his responsibilities have been increased owing to the unreliable second engineers we have recently had.

In accordance with the despatch dated the 28th September last which you received from the Secretary of State for Foreign Affairs, intimating that provision should be made in the next year's estimate for public works of an urgent nature, I have shown a sum of 4,900*l.* to cover :—

	£
Godown accommodation at Mombasa and Kilindini and extension of wharf ..	3,000
Small piers at Melindi and Kismayu	600
Lights on beacons	250
Buoys for Mombasa and Kilindini harbours	500
One year's salary for Engineer to superintend same	400
Passage from England and back	100
House rent	50
Total	4,900

(This has been greatly reduced when brought into Public Works.)

Should this expenditure be sanctioned, I beg that you will communicate with the Crown Agents for the Colonies, and request them to simultaneously engage the services of an engineer for one year to superintend the construction of such works. An engineer with some Indian experience would be more useful than a man who has not been abroad before; and if the Crown Agents were to communicate with the India Office, such a man could, I think, be easily obtained.

Should yourself or the Treasurer consider that my figures in revenue are too sanguine, or that the expenditure schedules are too heavy, I beg that you will give me an opportunity of justifying in person the figures which I have arrived at after no small amount of consideration and care.

A copy of this letter I am handing the Treasurer, with the estimates.

I have, &c.

(Signed) A. MARSDEN,

Chief of Customs and Shipping, and Governor of Gaol.

Inclosure 7 in No. 48.

[F.]

Mr. Remington to Mr. Bradbridge.

Sir, *Post Office, Mombasa, December* 1, 1898.

I HAVE the honour to submit, inclosed, my estimate of the revenue and expenditure of the Post and Telegraph Department of the East African Protectorates for the year 1899–1900, which I trust may be found satisfactory.

From my estimate of expenditure it will be seen that I have estimated for a slight increase in the salaries of most of the clerks, which I trust will be allowed, as I find great difficulty in obtaining and keeping clerks for the present amount of expenditure allowed me for this purpose, the reason being that the salaries given by the Uganda Railway are in many cases higher than I can allow, which naturally causes men to try and obtain appointments on the Uganda Railway, where the hours are more regular, and in some cases not so long, as in the post and telegraph office.

It will also be seen that I have estimated a large increase in the salary of the Telegraph Line Superintendent. The amount previously estimated for is, I find, altogether inadequate, and it is impossible to get a man with the necessary knowledge and skill this position requires for so small a salary as he receives at present.

Mr. Smith, the present Superintendent of Telegraphs, has been desiring to resign his post for some time. He, like other men, has found that he can get a much higher salary elsewhere, but he has agreed to continue in his present position until the 31st March, 1899, hoping that the increase in his salary may be allowed.

I have also estimated for three new clerks, one at Machakos, one at Kikuyu, and one at Kismayu. At present the post-office work at these stations is being performed by district clerks, but this arrangement has been found very unsatisfactory, and it has been found necessary that trained post-office clerks should be provided for at these places.

I have, &c.
(Signed) THOS. E. C. REMINGTON,
Postmaster-General.

Inclosure 8 in No. 48.

[G.]

Dr. MacDonald to Sir A. Hardinge.

Sir, *Mombasa, November* 18, 1898.

I HAVE the honour to again approach you *re* the question of my salary, and would beg that you might be pleased to reconsider the matter, as, in your letter of the 25th April, 1897, you remark that my application for an increase was made at an inconvenient time, viz., too early in the financial year. Copy herewith inclosed of your despatch.

I most humbly beg to submit that you may be pleased to approve and forward this my application for an increase of salary to my Lords Commissioners of the Treasury, and that you may be pleased to invite their attention to their despatch to me of the 5th October, 1896, which states "there is no reason why Dr. MacDonald should not have an increase of salary if the work increases." That there has been an increase in my work must be very obvious to you. What with extra troops, quarantine, port surgeon duties, increase of staff, &c., my work and responsibilities have been more than quadrupled. I would, therefore, most respectfully submit that my present salary is inadequate for the duties and responsibilities attached to my post.

My services in Mombasa now extend over an uninterrupted period of nearly ten years, and, as such, I would beg to submit, should be of special value to Her Majesty's Government.

I find that a medical officer who served under me at Mombasa, and who is years my junior in service and age, is now, as Principal Medical Officer of Uganda, drawing something like 200*l.* per annum more than I am at Mombasa. He does so with exactly

similar privileges. I would therefore most respectfully beg that you might be pleased to forward and recommend that I may be put on the same scale of pay as my colleague in the sister Protectorate.

I have, &c.
(Signed) WALTER H. B. MacDONALD,
Principal Medical Officer.

Inclosure 9 in No. 48.

Mr. Bradbridge to Sir A. Hardinge.

Sir, *Mombasa, December* 17, 1898.

IN handing you the approximate Statement of assets and liabilities, which is certain to be considerably altered when the outstanding Ukamba accounts come to be included, I have the honour to invite your attention to the apparent excess of liabilities over assets, viz., 21,289*l.*

Of the four items of assets, only one needs to be referred to particularly, viz., the sum of 6,721*l.* for advances outstanding. Nearly the whole of this is on account of Uganda, and has of course since been recovered.

Of the liabilities, the outstanding bills on the Crown Agents need no explanation. The deposits unrepaid, viz., 14,210*l.*, consist chiefly of the Indian contingent deposits and money-order deposits. The former have lately been paid off entirely, and the latter are constantly fluctuating.

Against the apparent excess of 21,289*l.* of liabilities as shown in the Statement, we have in the summary of the estimates for next year extraordinary expenditure amounting to 37,033*l.*, chiefly on account of the Takaungu–Mwele expedition and the Uganda relief expedition.

I have, &c.
(Signed) E. BRADBRIDGE, *Treasurer.*

Inclosure 10 in No. 48.

[Form M.]

PROTECTORATE OF EAST AFRICA.

APPROXIMATE Statement of Assets and Liabilities on March 31, 1898.

Assets.	Amount.	Liabilities.	Amount.
	£		£
Advances outstanding	6,721	Crown Agents' bills outstanding ..	21,655
Unallocated trade goods	5,075	,, ,, salary drafts outstanding .	3,288
Unallocated stores, public works ..	454	Deposits unrepaid	14,210
Balance of cash on hand	5,614		
	17,864		
Excess of liabilities over assets ..	21,289		
	39,153		39,153

(Signed) ARTHUR H. HARDINGE,
Her Majesty's Commissioner

Mombasa, December 17, 1898.

No. 49.

Admiralty to Foreign Office.—(*Received January* 12.)

Sir, *Admiralty, January* 12, 1899.

WITH reference to your letter of the 11th instant respecting the need for one of Her Majesty's ships to proceed to Manda Island to distil water for the passengers and coolies landed from the steam-ship "Bundhara," I am commanded by my Lords Commissioners of the Admiralty to transmit, for the information of the Secretary of State for Foreign Affairs, copy of a telegram sent to the Senior Naval Officer at Zanzibar, with copy of his reply, from which it will be seen that the matter appears to have been arranged locally.

I am, &c.
(Signed) EVAN MACGREGOR.

Inclosure 1 in No. 49.

Admiralty to Senior Naval Officer, Zanzibar.

(Telegraphic.) *Admiralty, January* 11, 1899.

YOUR telegram *re* "Bundhara."

Where is that vessel now, and can she not distil for camp when formed?

Can no other steamer with distillers be hired locally, if "Bundhara" is not enough?

Is there no water on Manda Island?

Inclosure 2 in No. 49.

Senior Naval Officer, Zanzibar, to Admiralty.

(Telegraphic.) *January* 12, 1899.

THE question by Consul-General for use of ship of war to distil water for "Bundhara" has ceased and been obviated. "Bundhara" leaves for Manda 13th January. "Bundhara" has 1,100 coolies on board; can only distil small portion of requirements; carries large quantity of water, which cannot be used to clear quarantine. Water supply very scarce on Manda Island. Steps taken by contract to bring water from distance.

Protectorate steamer, after disembarkation of stores 13th January from Mombasa, comes to Zanzibar for cargo of water. "Barracouta" takes Consul-General to Lamu, 12th January; takes casks and returns. Consider steps taken by Government will meet immediate requirements.

No steamer for distilling can be hired locally.

No. 50.

Intelligence Division to Foreign Office.—(*Received January* 12.)

THE Director of Military Intelligence presents his compliments to the Under-Secretary of State for Foreign Affairs, and in compliance with Lord Salisbury's instructions conveyed in his note of the 10th instant, has the honour to submit the following

observations on the telegrams marginally noted,* with reference to the reorganization of the East Africa Rifles.

The substance of Sir A. Hardinge's recommendations appears to be as follows :—

1. That the organization of a camel corps should be postponed until some attempt has been made to establish a Civil Administration beyond Lake Rudolf and the Upper Juba River.

2. That the fresh Indian contingent (200 strong) recently brought from India should not be retained or replaced after the expiration of their present engagement for two years' service in East Afsica.

3. That the increase of the establishment of officers for the East Africa Rifles should be made gradually during the next two years, and not immediately.

4. That the additional officers should be utilized for political and administrative duties in the new districts.

As regards 1. Sir A. Hardinge states that camels do not do well in the greater part of the Jubaland Province. It is presumed that this refers to the liability of the camel to the attacks of the tsetse fly; but it must be borne in mind that this liability is equally shared by cattle, and that the Ogaden Somalis, against whom military operations have recently taken place, are essentially cattle owners and raisers. It is quite true that in immediate proximity to the Juba River the tsetse fly is very prevalent, and for this reason that locality is avoided by the Somalis, who keep their large herds for the greater part of the year at Afmadu, 50 miles to the north-west of Kismayu, migrating in the dry season to the banks of the Lake Waima.

It has been decided that it will be necessary for the present to retain a garrison of troops in this district, for the purpose of keeping in check this tribe; and Sir A. Hardinge, in his despatch No. 294 (B) of the 18th September last, reported that he proposed stationing the East Africa Indian contingent at Yonte with an advanced post at Kur Kurnur.

The experience of the recent operations, and especially the unfortunate surprise on the line of march of a party of the 4th Bombay Rifles in June last, has very clearly indicated the unsuitability of infantry for employment without mounted troops against so mobile an enemy as the Somalis. There can be no doubt that a camel corps would be infinitely more adapted for keeping order amongst a tribe of this nature, who would quickly learn to respect a force which could move as rapidly as themselves. Moreover, since cattle appear to thrive at Afmadu in the wet season, and near Lake Waima in the dry season, there would seem no reason why the corps should not follow the tribe in their annual migration, being stationed for part of the year at the former place, and for part at the latter.

But the Director of Military Intelligence ventures to think that the raising of such a corps is fully justified by other than the necessity for the provision of a suitable garrison to watch the Ogaden Somalis. Events are moving fast in East Africa, and it seems very desirable that Her Majesty's Government should have available a small mobile force, which could at any moment be capable of making our influence felt in Boranaland, should political circumstances make such action desirable, and of affording some protection to the Gallas from the cruelties of the predatory bands of Abyssians which raid into our territory. A camel corps of the establishment proposed, in the scheme submitted by the Director of Military Intelligence, would form a most valuable nucleus for such a force which, in the near future, will almost certainly be needed to maintain order along the northern border of Boranaland.

Sir John Ardagh ventures to think that to postpone the provision of such a corps until a Civil Administration has been established north of Lake Rudolf would be unwise, as, looking to the recent reports of Abyssinian raids into that country, received from Captain Austin, R.E., it would seem almost certain that the protection of its inhabitants by a military force must precede, not follow, the establishment of a Civil Administration. Moreover, it is to be noted that in his despatch No. 227 of the 20th July last, the Consul-General himself expressly referred to a post "which may have to be placed in Boran, if we are really to protect that country," as a reason for saying that the British East Africa Rifles should be reorganized.

2. As regards the retention of the Indian contingent, it was recommended in the

* Sir A. Hardinge, No. 138, December 23; to Sir A. Hardinge, No. 145, December 24, 1898; and *ante*, Nos. 19* and 40.

scheme submitted by the Intelligence Division, that a fresh batch of 2 officers and 150 men should be engaged for a period of three years, to replace the contingent of 2 officers and 300 men whose period of service in East Africa was on the eve of expiration. Since the date of the submission of that scheme, a fresh batch of 2 officers and 200 men have been engaged for a period of two years. Sir A. Hardinge appears to accept the retention of that number, which is in excess of the number proposed by the Intelligence Division, and the question of their retention for three instead of two years may well be postponed until next year, when the effect of the reorganization of the British East Africa Rifles can be in part judged.

In connection, however, with the statement in Sir A. Hardinge's telegram No. 7, that "the conditions in Uganda are so utterly different to ours that analogy based on the latter is deceptive," Sir John Ardagh ventures to draw attention to the fact that in despatch No. 227 of the 20th July last, the Consul-General himself urged that "the Uganda mutiny has served as a lesson and warning to the military authorities in East Africa as well as Uganda."

3. As regards Sir A. Hardinge's third recommendation, that the increase of officers in the corps should be only carried out gradually, the Director of Military Intelligence is strongly of the opinion that the small economy in pay, which would thus be effected, will not compensate for the postponement of the state of higher efficiency to which a full establishment of officers should raise the corps. It should be borne in mind that the officers are required not to create a new corps (with the exception of the Camel Corps detachment), but to reorganize and improve the existing corps; and that the favourable report, which Sir A. Hardinge is able to make of the local political situation, affords a very convenient opportunity for carrying out effectively such reorganization at a quiet time. It may be safely prophesied that the lull is but a temporary one, and that the British East Africa Protectorate has yet many military problems to face, some of which may come up for solution at very short notice.

4. As regards Sir A. Hardinge's final proposals, that the additional officers should be utilized for civil and administrative duties, the Director of Military Intelligence sees no objection to officers being occasionally employed on such duties, provided that the Officer Commanding the troops can spare them temporarily, and that it is distinctly understood that the officers so employed are liable to immediate recall, should their services be required for military purposes, either by reason of military operations, or of there being less than one officer per company available for duty. Sir John Ardagh, however, would greatly deprecate officers being detached from the corps for any long period on civil duty; such detachment would entirely defeat the object for which Her Majesty's Government has recently decided to incur additional military expenditure in the Protectorate, viz., the maintenance of a thoroughly efficient force adequate for any emergency which may arise. To effect small economies which gradually eat into the efficiency of the military force on which the maintenance of the authority of the Local Government rests, will only involve on an emergency a cry for regiments from India and heavy expenditure.

In submitting these observations, the Director of Military Intelligence feels much diffidence in opposing the views of Sir A. Hardinge—views which necessarily carry great weight with Her Majesty's Government; but Sir John Ardagh cannot refrain from pointing out that the events of the last two years in British East Africa tend to the belief that the Local Governments of both Uganda and the East Africa Protectorate have, in their anxiety to avoid financial embarrassment, under-stated their military necessities, and that, having regard to the continual expansion of those Administrations, it would be most unwise to continue to live from hand to mouth, and thus postpone the reorganization on a thoroughly sound basis, of the forces which are essential for the maintenance of Her Majesty's authority, and the gradual establishment of civil government in regions as yet untouched by local administration.

18, *Queen Anne's Gate, London,*
January 12, 1899.

No. 51.

Mr. Craufurd to the Marquess of Salisbury.—(*Received January* 12.)

(No. 5.)
(Telegraphic.) *En clair.* *Mombasa, January* 12, 1899.

YOUR Lordship's telegram No. 4.

Following are details of Schedule B, Uganda Transport Estimate :—

	£
50 Indian drivers at 2*l.* each per month	1,200
28 Cape drivers at 7*l.* each per month	2,352
15 Swahili Headmen at 40 rupees per month	480
60 „ Askaris at 20 rupees per month..	960
300 „ drivers at 20 rupees per month	4,800
100 stable guards at 20 rupees per month	1,600
Indian clothing, &c.	200
Swahilis' clothing	650
50 Return passages of Indians	150
28 „ „ Cape boys	175
Staff at stations :—	
6 Headmen	200
72 Porters	1,233
Total for the year	£14,000

In all cases rate of pay includes rations.

No. 52.

Foreign Office to Treasury.

Sir, *Foreign Office, January* 12, 1899.

I AM directed by the Marquess of Salisbury to state to you, for the information of the Lords Commissioners of Her Majesty's Treasury, that there has lately arrived off the coast of the East Africa Protectorate a ship, the "Bundhara," with cases of plague on board. The passengers numbered some 1,400, of whom over 1,000 were Indian coolies under engagement to work on the Uganda Railway.

It was at first intended by Her Majesty's Commissioner and Consul-General for the East Africa Protectorate to repel the "Bundhara," but as such a course might have made it very difficult to obtain any further supplies of coolies for the railway, and might, if followed as a precedent by other countries, have had a disastrous effect on the foreign trade of British India, it was decided to endeavour to apply the Rules laid down by the International Sanitary Convention of Venice, 1897, for the regulation of traffic with plague-infected countries. The incubation period of plague is such that any person who, after removal from possible infection, remains for ten days free from suspicious symptoms may be considered safe. In highly-organized countries, it is sufficient to remove the actually sick from a plague-infected ship, and to keep the healthy under medical observation in their own homes, removing to a hospital any who may subsequently show signs of the disease. But in such a country as the East Africa Protectorate, the Convention Rules allow the healthy passengers from a plague-infected ship to be held under observation in some particular place for the ten days during which plague may possibly develop among them.

Neither at Zanzibar nor at Mombasa is there any locality suitable for such a camp of observation, and as the matter allowed of no delay, Lord Salisbury has authorized Sir A. Hardinge to expend not more than 2,000*l.* in establishing a camp on an island near Lamu, and I am to request you to move their Lordships to sanction the expenditure in question.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 53.

India Office to Foreign Office.—(*Received January* 13.)

Sir, *India Office, January* 12, 1899.

WITH regard to your letters of the 10th and 11th January, 1899, inclosing copies of telegrams on the subject of the proposed refusal of the Zanzibar authorities to allow the "Bhundara" to land her cargo of grain, I am directed to urge that this matter should, if possible, be reconsidered.

I am to point out that the cargo is of such a nature that it is not considered to be likely to be a vehicle of infection, and that an opinion to this effect has been given by Sir R. Thorne Thorne.

On the other hand, if this cargo is sent back to India, apart from the very serious inconvenience and loss which will be caused to the owners of the "Bhundara" and of her cargo, a precedent will have been set which may have grave results.

It is probable that the plague will continue to prevail in India to a greater or less extent for a considerable time, possibly for some years; and if the principles of the Venice Convention, which have been adopted by the Government of this country, and urged by them upon the Governments of other countries, are now to be set aside by a Government which is wholly under British control, it is clear that any Government which may wish to hinder or to injure the trade of India will have, to say the least, a plausible pretext for a course of action which would have that result.

I am also to request you to remind the Marquess of Salisbury that only a portion of the cargo is consigned to Zanzibar, about half being destined for Mombasa and Kilindini.

I am to suggest that, when the coolies have been landed on Manda Island, the vessel might be thorougly disinfected under Venice Convention Rules, as advised by Sir R. Thorne Thorne, and might then receive full pratique, and be permitted to begin to discharge and load cargo and to receive passengers.

I am, &c.
(Signed) A. GODLEY.

No. 54.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 4.)

Sir, *Foreign Office, January* 13, 1899.

I HAVE had under my consideration your despatch No. 17, Treaty, of the 27th October last, respecting the claim of the Acting German Consul at Zanzibar, to exercise jurisdiction over such subjects of the Sultan of Zanzibar as may be in his service, in the case of petty, as distinguished from serious, criminal offences.

I approve of the attitude which you have taken up in the matter as therein reported.

Copies of Minutes which have been written in this Department by the Head of the Treaty Department and by Mr. Davidson, are inclosed for your confidential information.*

I am, &c.
(Signed) SALISBURY.

No. 55.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 5.)

Sir, *Foreign Office, January* 13, 1899.

I HAVE received your despatch No. 281 of the 6th September last forwarding with your observations a copy of a letter from Sir Lloyd Mathews, on the proposal to reimpose import duties in the town of Zanzibar.

It appears from your despatch that there are no trade statistics in existence going

* Minutes by Mr. Robertson and Mr. Davidson on Zanzibar No. 17, Treaty, 1898.

sufficiently far back to enable any positive statement to be made of the probable effect of the measure on British trade. But the proposed duties would be levied on all imports irrespective of their origin, and would not affect British trade differentially, and the duties, at the low rate contemplated, namely 5 per cent., are hardly likely to affect in any sensible degree the volume of the imports, whether British or not.

In the absence of any evidence to the contrary, it may perhaps be assumed that the proposed measure will not injuriously influence British trade.

The figures showing the value of the imports from various countries into Zanzibar since the freeing of the port point to a larger increase of German than of British trade, and it would be of interest if the figures which you give could be analyzed with a view of ascertaining in what articles the increase of German trade has been most marked, and whether it has been in articles in which this country might have been expected to compete successfully with German industry.

The correspondence of this Department when the establishment of the free-port system was being considered, shows that British East Africa and German East Africa had recently become customs territories entirely separate from that of Zanzibar, and that payment of import duties to the Zanzibar Exchequer no longer secured free entry to the ports of the territories in question. It was feared that the merchants, whose presence at Zanzibar was recognized as the principal element of the prosperity of the island, might migrate to the mainland, and it was clear that trade could not bear the payment of import duty twice over. Of the methods for relieving goods in transit at Zanzibar from the payment of duty there, the system of warehousing in bond at Zanzibar appears to have been rejected on the ground that it was inconvenient to the merchant, because he could not, whilst his goods were in bond, subdivide the parcels as he successively found a sale for portions of them. It was, moreover, expensive to the Sultan, who was held to be precluded from charging rent for bonded warehouses.

The system of drawbacks on re-exportation was rejected on account of the relatively expensive staff required for working it, and also on account of the great difficulty of preventing loss either to the State or to the merchant by allowing repayment of more or less than the exact sum originally paid as duty. The system has the further disadvantage that the merchant must in any case lose the interest of the duty paid on goods eventually re-exported.

It appears also from the correspondence that, subsequently to the separation of the German and British East Africa Customs territories from that of Zanzibar, the practice of declaring goods for transhipment grew so rapidly that in September 1891, it was estimated that no less than 85 per cent. of the whole imports into Zanzibar were so declared and placed in bonded warehouses. Thus the port was already a free port to the extent of 85 per cent. of its imports trade.

The loss of revenue to the Sultan estimated to be entailed by abolishing the import duties was put by Sir J. Kirk, Colonel Euan-Smith, and Mr. G. Portal, at from 10,000*l.* to 12,000*l.*; but Sir L. Mathews appears to have placed it as high as 40,000*l.* The only year before the establishment of the free port for which the revenue appears to be known is 1891; the revenue for that year is put at 115,333*l.*, while the revenues for 1896 and 1897 were respectively 92,264*l.* and 97,581*l.*, showing a loss on those two years, as compared with 1891, of 23,069*l.* and 17,752*l.* respectively.

Mr. G. Portal intended that the loss of revenue should be made up by various items of taxation, and especially by the levy of certain municipal and other taxes on foreigners; but, acting on the discretion which had been left to him, he preferred to proclaim the new system as "a gift to the merchants and a stimulus to trade." As yet no progress has been made in the direction of the taxation to foreigners, and in existing circumstances the re-establishment of import duties appears to be the only practical method of obtaining from them a contribution towards the expenses of the administration of the country in which they are living.

Zanzibar has over the ports on mainland the advantage that the merchants are already established there, and unless the facilities for trade and navigation fall at Zanzibar below modern requirements and below the corresponding facilities of those ports, it does not appear that there is in fact any very real danger that the imposition, on goods actually consumed in the territory, of duties at the moderate rate allowed by the Treaties will . . . . drive away trade; while, if any considerable revenue can be derived from such duties, the imposition of them may materially contribute to prevent Zanzibar as a port falling behind her rivals as regards facilities for trade and navigation.

But the system under which the duties would be collected must be such as will interfere as little as possible with the transit trade, and the duties must be rigorously confined to goods actually consumed in the Customs territory of Zanzibar.

It appears probable that when the establishment of the free port was under consideration, sufficient attention was not given to the question whether the warehouse system could not have been so developed as to allow the transit trade to be carried on without any practical hindrance.

Ad valorem duties at the rate of 5 per cent. are, on the great majority of goods, well below the rate at which smuggling would be lucrative; therefore, great latitude might be allowed to merchants in regard to the handling and subdividing of goods in warehouse. If the Sultan is precluded by the Treaties from charging any rent for bonded warehouses, private premises could be licensed as such, or the merchants' own stores, or parts of them, could be licensed. A large staff would not be required for carrying out this system. The licence holder would be responsible for preventing smuggling, and the penalty under the bond which he would be required to give would be sufficiently high to make it his interest to prevent goods from being improperly removed from his warehouse.

Section 102 of the Gold Coast Customs Ordinance of 1876, a copy of which was transmitted to you in my despatch No. 355 of the 28th ultimo, shows the great latitude which may be given, under proper Regulations, for the handling of warehoused goods, and I will ask the Secretary of State for the Colonies to supply me with copies of the Regulations made under this section. In the meantime, I would ask you to consult with the Customs authorities of Zanzibar in regard to Regulations which would be suitable to the conditions of that port.

I inclose a copy of the "Imperial Tariff,"* which contains the Warehousing Code of the United Kingdom. It may contain useful suggestions, but the large volume of the trade of this country, and the extremely high rate of the few duties levied here, would probably make that Code unsuitable for adoption in Zanzibar, where the trade is comparatively small, and where, above all, the rate of the duties would be as low as 5 per cent.

The informotion before me is not clear as to the amount of revenue which is to be expected from a reimposition of the 5 per cent. duties, and there are certain points in your despatch under reply which require further explanation. In that despatch you express agreement with Mr. Coster's statement that rubber, ivory, and tortoise-shell should be exempt from import duty, and you propose to add coal to the list. But this proposal omits from consideration that duty would be levied only on articles entered for consumption in Zanzibar. Ivory, rubber, and tortoise-shell sent away to Europe, India, or any customs territory foreign to that of Zanzibar would be exempt from duty, and coal sold in bond to Her Majesty's or to other sea-going ships for consumption outside the customs territory of Zanzibar would also be exempt from duty.

Sir Lloyd Mathews' statement, in the last paragraph but three of his letter, that the duty of 5 per cent. on coal is included in the amount of revenue for 1896 requires explanation, as coal is understood not to have been excepted when the duties were abolished, and it is put down as duty free in the list forming Inclosure 6 in your despatch.

Mr. Alexander's Memorandum states that one of the results of the free-port system has been to establish Zanzibar firmly as the central depôt for goods intended for the East Coast, but it has always been understood that Zanzibar was already in that position when the free-port system was introduced, with the express purpose of preventing her from losing it.

In the last inclosure to your despatch it is said that duty cannot be levied on vegetables and certain other articles. I should be glad to be informed of the ground on which this statement is based.

Although the coast part of the East Africa Protectorate, and of the Benadir Coast, are still portions of the Sultanate of Zanzibar, they constitute entirely distinct customs territories, and goods brought thence for consumption in Zanzibar would, therefore, be liable to duty just as much as if they came from the United Kingdom or from German East Africa.

It remains to be considered what will be the revenue derived from the reimposition of the duties. The last inclosure in your despatch puts down the total value of the imports in 1896, and deducts from that total: (1) the value of the goods already dutied; (2) that of those "on which duties cannot be levied;" and (3) that of those from British and Italian East Africa; and then gives, as the apparent result of abolishing the free-port system, the amount of the duty at 5 per cent. on the balance of the goods, namely, 47,526*l*. But only goods consumed in Zanzibar would be dutiable.

Sir Lloyd Mathews, in the inclosure in your despatch No. 18 of the 18th January

* Not printed.

last, estimated the produce of the reimposed duties at from 21,875*l.* to 25,000*l.* a-year. A revenue of 21,875*l.*, derived from a 5 per cent. duty, corresponds to a consumption in the town of Zanzibar of 437,500*l.* worth of imports, but Mr. Cave's Report on the trade of Zanzibar for 1897, a copy of which is inclosed, gives the imports and exports into Zanzibar town as follows :—

	1896.	1897.
	£	£
Imports	1,275,470	1,309,078
Exports	1,189,668	1,158,806
Difference	85,802	150,272

The above difference should apparently represent roughly the value of the goods consumed in Zanzibar, and therefore, available for taxation. The revenue derived from the taxation of this difference would have yielded 4,290*l.* and 7,513*l.*

The amount of revenue that would be produced by the abolition of the free-port system is evidently one of the most important elements that have to be considered when deciding whether that system shall or shall not be abolished. I have, therefore, to request you to report to me, at your earliest convenience, what that revenue will, in your opinion, amount to, and also the grounds on which the estimate is based.

I would ask you to report to me at the same time your opinion as to the possibility of framing for Zanzibar liberal Regulations for a system of bonded warehouses.

In this despatch the £ has been taken as equal to 15 rupees, for facility of comparison with the figures given in your despatch No. 281 under reply.

I am, &c.
(Signed) SALISBURY.

No. 56.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 6.)

Sir, *Foreign Office, January* 13, 1899.

I HAVE been in communication with the Postmaster-General on the subject of Mr. Cave's telegram of the 19th ultimo, respecting the adoption by Zanzibar of the new Imperial penny post and parcel post scheme, and I transmit to you copy of his Grace's reply.*

I should be glad of any observations which you may have to offer after consulting the Sultan's Government.

I am, &c.
(Signed) SALISBURY.

No. 57.

Foreign Office to Sir J. Mackay.

Sir, *Foreign Office, January* 13, 1899.

WITH reference to the case of the "Bundhara," I am directed by the Marquess of Salisbury to inform you that, according to a telegram received at the Admiralty from the Senior Naval Officer at Zanzibar, water is very scarce at Manda Island, whither the "Bundhara" has now been sent, and steps have been taken to bring water from a distance.

The Protectorate steamer "Juba" will proceed to Zanzibar on the 13th instant to take a cargo of water to Manda.

* No. 10.

The "Barracouta" on the 12th took Sir A. Hardinge to Lamu, and will take casks of water with her.

In the opinion of the Senior Naval Officer, these arrangements will meet the immediate requirements of the case.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 58.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 19. Africa.)
(Telegraphic.) P. *Foreign Office, January* 14, 1899.

ON the return of the "Bhundara" from Manda, which will probably take place on the 15th, she will ask for pratique at Zanzibar.

Sir R. Thorne Thorne's observations which were communicated to you for your consideration in my telegram No. 17 of the 10th, and the time which has elapsed since the last case of plague, will, Her Majesty's Government trust, have removed the apprehensions entertained by the Government of Zanzibar.

To refuse pratique in the case of the "Bhundara," after the Venice Rules have been carried out, would afford a plausible excuse to foreign Powers for acting in a way greatly injurious to the trade from Her Majesty's Indian dominions.

No. 59.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 7.)
Sir, *Foreign Office, January* 14, 1899.

WITH reference to the correspondence noted in the margin,* copies of which will be found in the printed correspondence respecting affairs in East Africa, I transmit to you a copy of a letter from Mr. Albert Gray, inclosing a draft of an Order applying the Indian Stamp Act to the East Africa Protectorate.†

I have to request you to send home any observations which you may have to offer on this draft.

I am, &c.
(Signed) SALISBURY.

No. 60.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 8.)
Sir, *Foreign Office, January* 14, 1899.

THE Uganda Railway Committee have received from Mr. Rawson, acting as Chief Engineer of the Uganda Railway, a letter on the subject of the zone of land on each side of the line which was reserved "for public purposes" by the Proclamation of the 10th May, 1897.

Mr. Rawson states that, in a despatch addressed by you to Mr. Ainsworth, dated the 10th November, copy of which had been forwarded to him, you had expressed the opinion that as the land had been appropriated "for public purposes" it should be regarded as the property of Her Majesty's Government, who could authorize its use in such manner as might seem most convenient, either by the Protectorate or the Railway. Mr. Rawson added that, as the Chief Engineer had been informed by the Committee that this land was to be regarded "as the property of the Railway," he would be glad to receive instructions in the matter.

Mr. Rawson has been informed by the Committee that the zone of land is to be regarded as an asset of the Railway, as is laid down in the Treasury letter of the 17th May, 1897, copy of which was inclosed in my despatch to you No. 141 of the

* Mr. Gray, April 12; to Treasury, April 10; Treasury, May 10; Sir A. Hardinge, No. 142; to Treasury, August 31; Treasury, September 11, 1897; see Part LV, No. 15.

† See Part LV, No. 136.

31st May, 1897. You should, therefore, allow no land within the zone to be disposed of without consultation with the Chief Engineer and reference to the Foreign Office.

The proceeds of any leases of "railway land" will be credited to Her Majesty's Treasury.

I am, &c.
(Signed) SALISBURY.

No. 61.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 10.)

Foreign Office, January 14, 1899.

Sir,

WITH reference to your despatch No. 211 of the 16th July last, I have to inform you that the Lords Commissioners of Her Majesty's Treasury approve of an expenditure of 10,000 rupees on a preliminary detailed survey in connection with the water supply of Mombasa. The money will be provided in equal shares by the Admiralty and the East Africa Protectorate.

The Lords of the Treasury sanction the expenditure on the understanding that the proposed survey is the first essential, and that the suggestion made in the letter from the Crown Agents for the Colonies, copy of which is inclosed,* that a report should be obtained from Mr. O. Chadwick is not in substitution for the proposed survey, but can only be acted upon when the results of the survey are on record.

I have to request you to put the survey in hand without delay.

I am, &c.
(Signed) SALISBURY.

No. 62.

Foreign Office to Treasury.

Foreign Office, January 14, 1899.

Sir,

I HAVE laid before the Marquess of Salisbury your letter of the 13th September, 1898, inclosing the draft of a Proclamation providing for the assimilation of the currency of the East Africa Protectorate to that of India in respect of the acceptance of sovereigns and half-sovereigns in payment of sums due to the Government.

I am directed by his Lordship to request you to inform the Lords Commissioners of Her Majesty's Treasury that Mr. W. E. Davidson, Q.C., the Legal Adviser to the Secretary of State, and Sir Henry Jenkyns, Parliamentary Counsel, have consulted together on the terms of the proposed Proclamation, and are of opinion that it may be issued in the amended form, herein inclosed.

The following observations may be made in explanation of the amendments proposed by Mr. Davidson and Sir H. Jenkyns in the original draft :—

1. It is proposed to omit the words "In pursuance of an Order of Her Majesty in Council, dated the 12th day of May, 1898." This amendment has already been agreed to by your Department.

2. The expression "notifies for public information" is a more usual expression to employ in this collocation than is the phrase "announces."

3. It is suggested that the words "coined at the Royal Mint in England, or any branch thereof in Australia," should be used instead of the words "any authorized Royal Mint in England or Australia," as the latter words suggest that there are more Royal Mints than one, whereas there is only one Royal Mint, which is in England, the Mints at Sydney, Melbourne, and Perth respectively being merely branches thereof.

The consideration of the draft Proclamation has called attention to the reference in Article 5 (3) of "The East Africa Coinage Order in Council, 1898," to "The Africa Order in Council, 1889."

As the Africa Order of 1889 had ceased to apply to the East Africa Protectorate at the time when the Coinage Order of the 19th May, 1898, was made, doubts might possibly be raised whether Article 5 (3) of the latter Order ever created an offence within the Protectorate. It appears hardly worth while to run the risk of this doubt arising, when it

* Crown Agents for the Colonies, November 11, 1898.

can be cured at once by a new Order in Council. It might also be very inconvenient to those administering the Order to have to refer to the Africa Order of 1889, which (as it has ceased to operate in the East Africa Protectorate) they might not have at hand. It is therefore suggested that Article 5 (3) should be amended so as to run: "He shall be guilty of an offence against 'The East Africa Order, 1897,' and shall be punishable with imprisonment for any time not exceeding three months, or to a fine not exceeding 100*l*., or both imprisonment and fine, and such offence may be prosecuted in like manner as if it were an offence under the Indian Penal Code."

I am to add that Lord Salisbury concurs in these recommendations.

I am, &c.
(Signed) FRANCIS BERTIE.

Inclosure in No. 62.

Draft Proclamation.

HER Majesty's Commissioner and Consul-General for the East Africa Protectorate, with the approval of the Lords Commissioners of Her Majesty's Treasury and of the Most Honourable the Marquess of Salisbury, K.G., one of Her Majesty's Principal Secretaries of State, hereby notifies, for public information, that from and after the date of this Proclamation sovereigns and half-sovereigns of current weight coined at the Royal Mint in England, or any branch thereof in Australia, shall be received throughout the Protectorate in payment of sums due to the Government as the equivalents of 15 rupees and of 7 rupees and 8 annas respectively.

No. 63.

Foreign Office to Treasury.

Sir, *Foreign Office, January* 14, 1899.

I HAVE laid before the Marquess of Salisbury your letter of the 22nd November, 1898, relating to the question of the rate of emolument to be granted to officers and men of the Indian regiment temporarily employed in Uganda.

My letter of the 23rd November will have given the Lords Commissioners some further information in regard to the rates of pay drawn by the various classes, but Lord Salisbury conceives that what is wanted is the laying down of some rule fixing the scale of emoluments of an Indian regiment or contingent working side by side with the regular forces of Her Majesty's Protectorates in Africa, in some special emergency. The case of such a contingent, when specially engaged for service in Africa, is not now under consideration.

If his Lordship has rightly interpreted their Lordships' views he would suggest that the rule should be that Indian troops, when thus employed, shall receive only the pay and allowances to which they would be entitled under Indian Rules. In case of any exceptional circumstances the question of further allowances would be matter for Treasury consideration.

On learning that their Lordships concur in this view Lord Salisbury will communicate with the Secretary of State for India, and will ask him to cause a statement to be prepared showing the amounts to which Indian officers and men now on special service in East Africa are entitled under Indian Rules, and will transmit the same to their Lordships.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 64.

Foreign Office to Admiralty.

Sir, *Foreign Office, January* 14, 1899.

WITH reference to your letter of the 12th October last, respecting the Mombasa water supply, I am directed by the Marquess of Salisbury to transmit to you, to be laid before the Lords Commissioners of the Admiralty, a copy of a letter from the Treasury authorizing the expenditure of 10,000 rupees on a preliminary survey for the water supply.*

I am also to inclose a copy of the letter from the Crown Agents for the Colonies,† making the proposal for obtaining a Report from their Consulting Engineer, which is referred to by the Lords of the Treasury.

Her Majesty's Commissioner and Consul-General in the East Africa Protectorate has been instructed to proceed with the survey without delay, and the Crown Agents have also been informed of the decision of the Treasury.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 65.

Foreign Office to Crown Agents for the Colonies.

Gentlemen, *Foreign Office, January* 14, 1899.

WITH reference to my letter of the 30th November last, respecting the supply of water to Mombasa, I am directed by the Marquess of Salisbury to inform you that the Lords Commissioners of Her Majesty's Treasury approve of an expenditure of 10,000 rupees on a preliminary detailed survey for the water supply; the money will be provided in equal shares by the Admiralty and the East Africa Protectorate. The Lords of the Treasury sanction the expenditure on the understanding that the proposed survey is the first essential, and that the suggestion, made in your above-mentioned letter as to obtaining a Report from Mr. O. Chadwick, is not in substitution of the proposed survey, but can only be acted on when the results of the survey are on record.

Instructions in this sense have been addressed to Sir A. Hardinge, and the Lords of the Admiralty have been informed of the decision arrived at by the Treasury.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 66.

Mr. Cave to the Marquess of Salisbury.—(Received January 17.)

(Telegraphic.) P. *Zanzibar, January* 17, 1899.

REFERRING to your Lordship's telegram No. 19.

The admission of cargo from an infected ship is still strongly opposed by the Zanzibar Government, which thinks that Sir Thorne Thorne's observations, valuable as they are, were formed without a knowledge of the local conditions, and perhaps without realizing the very serious consequences which would be brought about by an outbreak of plague in this country. From the representations recently made by the foreign Consuls, it is anticipated that the acceptance of infected cargo will lead to a general quarantining of all vessels leaving Zanzibar.

The Zanzibar Government, however, in deference to the wish expressed by Her Majesty's Government, and on the grounds of Imperial interests alone, agree most unwillingly to accept the great responsibility which a withdrawal of their previous refusal will entail.

Whilst discharging her cargo the vessel must remain in quarantine, and must conform to any conditions with regard to landing and disinfection which may be imposed. Under similar circumstances she will be permitted to ship a fresh cargo for India.

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* Treasury, December 10, 1898.
† Crown Agents for the Colonies, November 11, 1898.

No. 67.

*The Marquess of Salisbury to Sir A. Hardinge.**

(No. 13.)

Sir, *Foreign Office, January* 17, 1899.

WITH reference to Sir F. Lascelles' despatch No. 99, Africa, of the 19th August last respecting rinderpest in South-west Africa, a copy of which was furnished to you in print, I transmit to you a copy of a further despatch on the subject from Her Majesty's Ambassador at Berlin.†

I should be glad to learn what steps are now being taken in the Protectorate under your Administration in the direction of inoculation.

I am, &c.
(Signed) SALISBURY.

No. 68.

Foreign Office to Treasury.

Sir, *Foreign Office, January* 17, 1899.

I AM directed by the Marquess of Salisbury to request you to inform the Lords Commissioners of Her Majesty's Treasury that the lately disturbed state of the Uganda Protectorate, and the length of time which Uganda despatches take to reach this country, make it impossible to lay before their Lordships the detailed estimates for that Protectorate.

A telegram has been received from Her Majesty's Commissioner and Consul-General, stating that the estimates should reach London on the 27th instant, but that the grant-in-aid required for the year 1899–1900 amounts to 191,370*l.*, to which must be added 8,000*l.* as capital or non-recurrent expenditure on steam-launches and sailing-boats for use on the lake, and also the amount required for the transport service. This last item is very difficult to estimate, but cannot safely be placed at less than 50,000*l.*, made up as follows:—

	£	£
Mules, 700 at 30*l.*		21,000
Repairs to road		12,000
Staff—		
European	7,000	
Native	8,000	
	——	15,000
Sundries		2,000
Total		50,000

The mortality among the transport animals caused by climate, exposure, over-work, or the unskilfulness of the drivers, is very great, and it is impossible to say whether 700 mules will suffice for the coming year. Any epidemic among the transport animals, such as destroyed the oxen last year, or extra demands arising out of local circumstances may easily upset all calculations.

Mr. Berkeley's telegram gives no estimate of revenue; but there is no reason for altering the estimate of last year; revenue may therefore be put at 9,020*l.*

The total expenditure over and above the revenue may therefore be estimated at 249,370*l.*; and it appears to his Lordship that it will not be safe to estimate the amount of the necessary grant-in-aid at less than 250,000*l.*, and this sum leaves no margin for exceptional expenditure, which may be involved by the maintenance of forces at so great a distance from the coast while railway transport is incomplete. I am to request you to move the Lords Commissioners to propose to Parliament the grant of that sum.

The detailed estimates in support of this application will be transmitted you as soon as possible after they are received in this country.

I am, &c.
(Signed) FRANCIS BERTIE.

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* Also to Commissioners Berkeley and Sharpe, *mutatis mutandis.*

† No. 27.

No. 69.

Sir E. Monson to the Marquess of Salisbury.—(*Received January* 18.)

(No. 8. Africa.)

Paris, Jauary 15, 1899.

My Lord,

I HAVE the honour to transmit to your Lordship herewith copy of a note which I addressed to the French Government, in accordance with the instructions contained in your Lordship's despatch, No. 1, Africa, of the 3rd instant, relative to a scheme for remedying the want of proper lighting on the coasts of the Zanzibar dominions.

I have, &c.
(Signed) EDMUND MONSON.

Inclosure in No. 69.

Sir E. Monson to M. Delcassé.

Paris, January 15, 1899.

M. le Ministre,

IN accordance with instructions which I have received from the Marquess of Salisbury, I have the honour to transmit to your Excellency herewith copy of a despatch which has been addressed to me by his Lordship relative to the want of proper lighting on the coasts of the Zanzibar dominions, and the consequent risks and drawbacks to which all shipping frequenting these coasts is exposed.

Your Excellency will observe, on a perusal of Lord Salisbury's above-mentioned despatch, that the Government of Zanzibar is fully alive to this want of proper lights, and has reason to believe that the Shipping Companies having agencies in Zanzibar would acquiesce in the payment of light dues for the purpose of providing them. The due proposed would be at the rate of 1 anna on every registered ton, and if to this a harbour due of 1 more anna were added, the Sultan's Government would undertake to light the buoys showing the entrance to Zanzibar and to light the whole harbour itself.

You will, moreover, find enumerated the conditions on which Her Majesty's Government would be prepared to sanction the imposition of the proposed dues on British shipping. They cannot, however, take this step unless the other Powers having Treaties with Zanzibar are willing to do the same; and in furnishing to your Excellency a copy of Lord Salisbury's despatch, I have the honour to say that in the interests of all the shipping doing business in Zanzibar waters, Her Majesty's Government trust that the French Government will agree to the imposition of light dues on the conditions and for the purposes therein laid down, on the understanding that all the other Powers having Treaties with Zanzibar, to each of whom a similar appeal has been addressed, will agree also.

I have, &c.
(Signed) EDMUND MONSON.

No. 70.

Treasury to Foreign Office.—(*Received January* 18.)

Treasury Chambers, January 17, 1899.

Sir,

I HAVE laid before the Lords Commissions of Her Majesty's Treasury Mr. Bertie's letters of the 10th and 22nd ultimo, forwarding, by direction of the Marquess of Salisbury, copies of Reports relating to the currency of the British East Africa Protectorate and to the general tendency of exchange between Mombasa and India.

Their Lordships have read the Reports with interest, but they desire me to observe that some misunderstanding appears to have arisen in connection with the request contained in the Treasury letter of the 18th August, 1898, for information as to how the exchange value of the German rupee compared (after demonetization) with that of the Indian rupee.

The Secretary of State is aware that, in the case of token coins such as these rupees,

the exchange value exceeds the intrinsic value, the difference, under ordinary circumstances, being due to a limitation of the number of the coins. It is possible, however, that another cause has contributed to keep up the value of the German rupee. I refer to the fact that that coin has hitherto been generally accepted as the equivalent of the Indian rupee. If this is so, it may be that the value of the German rupee will fall when it has been demonetized in the East Africa Protectorate, and that the fall will become apparent in the exchange between the British and the German Protectorates. When the demonetization has been carried out, their Lordships would be glad to be informed whether any such tendency has appeared.

Their Lordships regret to learn from Mr. Bradbridge's Report of the 14th October, 1898, that the copper currency of the East Africa Protectorate has fallen considerably below its par value. A depreciated currency constitutes a serious obstacle to trade, especially when the amount of the depreciation is not constant; and this drawback far outweighs the gain to the revenue accruing on the issue of token coins, to which Mr. Bradbridge refers.

Two alternative measures are suggested in order to meet the case. The first of these—that private individuals should be prohibited under penalty from paying or receiving pice at a higher rate than 64 to the rupee—does not commend itself to this Board. Experience shows that it is almost impossible to enforce Regulations of this kind, which would involve a constant interference with the ordinary transactions of business, and that in practice they inevitably remain a dead letter.

The second proposal—to raise the value of the copper currency by limiting its amount—clearly indicates a better remedy. But a difficulty arises from the fact that at present the token currency is not entirely controlled by the Protectorate authorities. No effective reduction of its quantity can be made so long as it is possible that the Protectorate may be flooded with Zanzibar or German pice, issued beyond its borders for the profit of foreign Governments.

The precise steps to be taken for ridding the currency of foreign pice must depend on local considerations, of which the Secretary of State will be able to judge. Provision for the case has already been made in section 1 (*b*) of the draft Proclamation submitted in Mr. Bertie's letter of the 22nd July, 1898; and I am to suggest that it would be well if, in accordance with Sir Arthur Hardinge's suggestion, the Zanzibar pice now current in the Protectorate could be collected and handed over to Sir Lloyd Mathews in exchange for an equal amount of Protectorate pice withdrawn from Zanzibar. Public notice should also presumably be given of the fact that Zanzibar pice are not legal tender in the Protectorate; but precautions should, so far as possible, be taken to prevent an inconvenient scarcity of subsidiary coins during the process of withdrawal.

Whether a prohibition should be placed hereafter on the importation of Zanzibar pice is a point which my Lords suggest for consideration, but on which they offer no opinion.

The Secretary of State will doubtless impress on Sir Arthur Hardinge that, when once the token coinage has been freed from foreign coins, no considerations of profit should lead the Government to over-issue it.

I am, &c.
(Signed) E. W. HAMILTON.

No. 71.

British India Steam Navigation Company to Foreign Office.—(*Received January* 18.)

Sir, 9, *Throgmorton Avenue, London, January* 18, 1899.

I AM instructed by the Directors of the British India Steam Navigation Company to ask you to be so good as to convey to the Marquess of Salisbury their thanks for the trouble his Lordship has taken to provide facilities for the landing of the "Bhundara's" passengers for Mombasa, and also for arranging that the vessel shall be permitted to discharge her cargo at Zanzibar and load cargo for India at that port.

It is presumed that at least the same facilities as regards cargo, which have been decided upon at Zanzibar, will be granted at Mombasa and Kilindini.

I am, &c.
(Signed) R. W. ARMOUR,
Joint Secretary.

No. 72.

Memorandum by Mr. O'Callaghan.

Sir Clement Hill,

THE Chief Engineer in his telegram No. 10 (copy attached) fully confirms the proposal made by Mr. Rawson regarding transport of "William Mackinnon" steamer to Lake Victoria.

Is it the wish of the Foreign Office that he should undertake the work?

The suggestion about the new line for road also seems sound, but the Protectorate authorities' opinion is perhaps necessary before any action is taken.

F. L. O'C.

Foreign Office, January 18, 1899.

No. 73.

Mr. Cave to the Marquess of Salisbury.—(*Received January* 18.)

(Telegraphic.) P. *Zanzibar, January* 18, 1899.

REFERRING to your Lordship's telegram No. 20.

Your Lordship will have been informed by my immediately preceding telegram that the Zanzibar Government has, on the ground of Imperial interests, already consented to accept the "Bhundara's" cargo.

I would venture to submit, in connection with the Viceroy of India's protest, that Zanzibar is not a Signatory to the Venice Convention, and that should any injury be caused to the trade of India, if the cargo had been finally refused, it would be due to the negligence of the Kurrachee Government officials rather than to the attitude adopted by the local authorities here.

In view of the vital importance of preventing the introduction of plague into this country, the Zanzibar Government suggest that instructions should be given to captains of vessels coming to East African ports that in the event of plague breaking out, as in the case of the "Bhundara," a few days after starting, he should at once return to India, where the arrangements for isolation and disinfection are so much more efficient than they can be here.

No. 74.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 14.)

Sir, *Foreign Office, January* 18, 1899.

I HAVE received your despatch No. 248 of the 10th August last, forwarding the observations made by the merchants of Mombasa on Mr. Marsden's proposals for amending the Regulations on the importation of spirits into the East Africa Protectorate. I referred your despatch to the Inland Revenue Department, and inclose a copy of their letter on the subject.*

The main provisions of the existing Regulations are—

1. That no firm can import more than a fixed quantity of distilled or alcoholic liquors in any one period of six months, or in any one period of twenty-four hours.

2. That no liquor may be imported of less value than 18 rupees per dozen if in bottle, or 5 rupees per gallon if in cask.

3. That the liquor must bear the brand of some well-known producer of the higher kinds of spirituous liquors.

The merchants point out that the limit of importation is of little value in checking the consumption of spirits, and it appears evident that as soon as the existing firms found they could not import enough to meet the requirements of the population the number of firms would be increased.

The merchants also point out that the minimum values for liquors in cask and in bottle are not the same, being, in fact, 9 rupees the gallon if in bottle and only 5 rupees if in cask; and that the minimum price being fixed in rupees, and the price being known

* Inland Revenue, November 14, 1898.

in this country in ££, it happens that a particular brand is admissible or not, according to the fluctuation of the value of the rupee as measured in £.

After considering the views of the merchants and the information contained in the letter from the Inland Revenue Department, I have to request you to consider whether it would not be advisable to place the Regulations on an entirely new basis, on the following lines:—

The restrictions as to importation should be abolished as useless and the restriction of price as not being founded on any defensible principle.

A check would then have to be placed on consumption by the means adopted in many countries, namely, by the imposition of a relatively heavy duty. In your despatch under reply, you recommend a high *ad valorem* duty; but a specific duty is more generally adopted in such a case; it is easier to collect, presses more heavily on cheap spirits, and tends, therefore, to check drinking by making all spirits relatively dear. The merchants also recommend a specific duty.

Some of the Treaties between Zanzibar and other countries limit the import duty which may be collected; but the General Act of the Conference of Brussels is subsequent in date to these Treaties, and provides by Article XCII that even in regions not in the zone of total prohibition, the duty on spirits shall be 15 fr. the hectol. This rate is evidently a minimum rate. The Act also provides, by Article XCI, section 4, that in places of total prohibition, among which are Zanzibar and the East Africa Protectorate, limited quantities of spirits may be imported for the use of the non-native population under the system and conditions determined by each Government. Article XCVI of the Act repeals all contrary stipulations of Conventions previously concluded between the Signatory Powers.

It appears, therefore, that the Tariff limitations contained in the Zanzibar Treaties, concluded before July 1890, no longer bind the Governments of Zanzibar and the East Africa Protectorate as regards the rate of duty that may be levied on spirits.

The rate of the duty should be determined by local considerations, and should not be so high as to necessitate the establishment of an expensive service for preventing smuggling. The duty now in question should be levied only on distilled liquors and not on alcoholic liquors generally. The duty might be the same on all strengths, or might be levied at the same rate on all spirits below a certain point of strength, and a duty varying according to the additional strength might be imposed on spirits above the point so selected; it would be convenient for administrative purposes that the limit of minimum duty should be fixed so as to include the bulk of the spirits imported.

Importers and retailers of spirits should be required to take out licences, and to undertake to sell only to other licence-holders or to the non-native population. No charge need necessarily be made for a licence, but it should be granted only to persons or firms of known respectability, and sufficiently heavy penalties should be attached to breaches of these undertakings. A bond might be required for their due execution.

The same Regulations might, if thought expedient, be made in regard to the importation and sale of wines, beers, and other fermented, as opposed to distilled, liquors; but the specific rate of duty on merely fermented liquors should be lower than that on spirits.

Your despatch shows that legislation on some such lines as those which I have proposed would probably be acceptable to the merchants both in East Africa and in Zanzibar, and it might, therefore, be expedient to obtain their assent to the measure before making any communication to the Representatives of the various foreign Governments.

Care should, of course, be taken to insure the taxation of spirits distilled in the Protectorate at the same rate as imported spirits.

I have to request you to send home a draft of Regulations framed on the lines I have indicated, in case you think them suitable. The draft should state the rates of duty which you propose to levy.

I am, &c.
(Signed) SALISBURY.

No. 75.

Treasury to Foreign Office.—(*Received January* 19.)

Treasury Chambers, January 18, 1899.

Sir,

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 12th instant, respecting the steps taken by Sir Arthur Hardinge on the arrival on the East African Coast of a plague-infected ship, laden in great measure with Indian coolies for the Uganda Railway.

My Lords give their covering sanction to the expenditure of 2,000*l.*, which the Marquess of Salisbury has already authorized Her Majesty's Commissioner to incur in the formation of a camp of observation on an island near Lamu, where the passengers by the "Bhundara" will be detained until it is safe to allow them to proceed to their destination.

My Lords are very thankful that the ship was not sent back to Karachi. But it surprises them to learn that so distant and yet so populous a spot as Manda Island, Lamu, has been chosen for the isolation camp. If accommodation could not be provided in Prison Island at Zanzibar, they would have thought that a site might even now be found, more conveniently and economically, on the mainland, to the south of and facing Kilindini.

Their Lordships understand that the Rules of the Venice Convention, 1897, were communicated to Sir A. Hardinge in May 1898, with telegraphic instructions to see that they were carried out; and it is a matter of regret that the arrangements required in the event of the arrival of an infected ship were not determined upon beforehand. As it was, the "Bhundara" seems to have put the medical and other officials in a scare, and my Lords fear that the expenditure will prove to have been much increased thereby.

If my Lords are correctly informed, much pains were taken by the Uganda Railway Committee in May and June last, under the advice of Sir R. Thorne Thorne, to secure that precautions are adopted by the Government of India against the departure of plague-infected coolies from Karachi. The coolies are detained under observation for a certain number of days on the Punjab frontier, and are again carefully inspected on board ship at Karachi; and Sir R. Thorne "considered that the chance of carrying plague to Mombasa was most remote if the Rules were properly carried out."

No doubt the Secretary of State will cause inquiries to be made whether the outbreak on board the "Bhundara" can be attributed to any neglect of these precautions.

My Lords presume that the cost of the isolation camp will be charged, in due proportion, to East Africa and Uganda Railway funds.

I am, &c.

(Signed) FRANCIS MOWATT.

No. 76.

The Marquess of Salisbury to Sub-Commissioner Craufurd.

(No. 9. Africa.)
(Telegraphic.) P.

Foreign Office, January 19, 1899.

CHIEF Engineer undertakes delivery "William Mackinnon" on lake. Give every assistance, and inform Mackinnon and Berkeley of details when arranged.

No. 77.

The Marquess of Salisbury to Sub-Commissioner Craufurd.

(No. 10. Africa.)
(Telegraphic.) P.

Foreign Office, January 19, 1899.

YOU should inform Major Macdonald that it will, for the present, be impossible to undertake any further responsibilities on the Uganda frontier of a costly character.

No. 78.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 15.)

Sir,

Foreign Office, January 19, 1899.

WITH reference to my despatch No. 14 of the 18th instant, respecting the amendment of the Zanzibar Regulations on the importation of alcoholic liquors into Zanzibar and East Africa, I have to inform you that the Board of Inland Revenue concur in the proposals in the despatch in question, and are disposed to think that the object in view will be best attained by enforcing the Regulations which it is intended to impose on the licensed retailers of spirits.

I am, &c.
(Signed) SALISBURY.

No. 79.

Foreign Office to Local Government Board.

Foreign Office, January 19, 1899.

WITH reference to previous correspondence respecting the case of the "Bhundara," which lately arrived off Mombasa with plague on board, I am directed by the Marquess of Salisbury to transmit to you a copy of a despatch from Her Majesty's Commissioner and Consul-General for the East Africa Protectorate, forwarding copies of Sanitary Regulations made for that Protectorate and for Zanzibar.*

His Lordship would be glad to have the opinion of the President of the Local Government Board on these Regulations.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 80.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 20.)

Sir,

Foreign Office, January 21, 1899.

I HAVE had under my consideration your despatch No. 259 of the 15th August last regarding the pay, leave, and pensions of the subordinate staff of the East Africa Protectorate, and forwarding a copy of the Report of a Committee which you had appointed to consider these matters.

Regulations for the leave of the subordinate staff were sent to you in my despatch No. 41 of the 24th February, 1898. As this date is still very recent, and as the Regulations in question were accepted on the recommendation of the officers of the Protectorate, I think that they should remain in force until a little more experience has been gained of their practical working. The Indian Leave Regulations which were before the Committee seem more liberal than those in force in East Africa, but it is not clear that they apply to the class of officer composing the subordinate staff of East Africa.

As regards paragraphs 2 and 3 of the Committee's Report, there is no objection to the grading of the subordinate appointments; but as no scheme of gradation is submitted, the practical effect of the proposal is not shown. The second sentence of the Committee's Report is not clear; but if it means that the officers, called in Mr. Craufurd's covering letter "Executive Assistants," should be rewarded for continued good service, not by promotion or by a system of increments, but by increases of salary or gratuities given *pro rata* on the recommendation of the heads of Departments, the Committee's recommendation should not be adopted without mature consideration. The system indicated has often been tried, but invariably leads to discontent.

It is usually found that a system of increments combined with the possibility of promotion from one class to another is that which is most satisfactory to the staff and, in the end therefore, to the Administration.

* No. 47.

I should have wished the Committee to state their reasons for proposing to do away, in the case of the subordinate staff, with the house allowance. Such a step would increase the amount of pensionable salaries.

There would probably be advantage in extending a system of pension to the subordinate staff; but before the matter can be submitted to the Treasury, a table should be sent home showing clearly the total amount of the salaries on which it is proposed to grant pensions and generally any exceptional conditions which are likely to effect the adoption of the scheme. The pension scheme should in any case apply only to such appointments as are really permanent. It should also be stated why it is proposed that pensions should be diminished to natives of Africa; it is sometimes asserted that life is dearer in East Africa than in India, and it would in that case seem that the pension to be spent in India should be diminished rather than that to be spent in Africa.

With regard to acting allowances, it should be made clear that such a payment cannot be made to a junior unless acting for a senior holding a post distinct from that of his junior. The ordinary staff should be sufficiently numerous to allow of the discharge of ordinary duty and to allow also such leave of absence as is permitted by the Regulations; and the mere fact that "A" is on leave does not entitle "B," his junior in the same Department, to an acting allowance.

I agree that a travelling allowance should be granted to members of the subordinate staff while actually travelling, but not while merely "absent from their homes." Officers must maintain themselves out of their ordinary pay.

The rules governing travelling and acting allowances should be the same for both classes of the service.

I am, &c.
(Signed) SALISBURY.

No. 81.

Mr. Berkeley to the Marquess of Salisbury.—(*Duplicate received February* 10, 1899.)

(No. 77.)

Kampala, June 28, 1898.

My Lord,

I HAVE the honour to submit, for your Lordship's instructions, a question which has arisen here in connection with the levy of import duty.

The circumstances are as follows: An official in Uganda recently ordered certain provisions from home; they were sent out and paid duty on arrival at Mombasa, but the agent of the official in question, finding that the present block, or rather congestion of transport on this road, might delay the arrival of the goods here for a very considerable time, shipped them to the German Coast and sent them to Uganda by the German road. The question has arisen what duty should be paid on these goods on arrival, viâ the Lake, at Port Alice. Your Lordship is aware that our fiscal frontier to the east is the coast line of the British sphere of influence, while to the south, it is our frontier with German territory. The import duty in each ease is 5 per cent. *ad valorem*, but the amount levied in either case on similar goods differs in so far that the value is not the same owing to the fact that in the latter case it is increased by the cost of transport up country. Thus a case of goods which is valued at 5*l*., on arrival at Mombasa, is valued, say, 10*l*., were it to arrive at Port Alice viâ the German route and the Lake. In the first case the duty payable would be 5*s*., and in the latter 10*s*.

Upon the arrival of the particular goods just referred to, at Port Alice, the Customs Department here claimed the full duty, irrespective of the fact that the same goods belonging to the same person, had already paid one duty at Mombasa, before being reshipped, in the circumstances I have explained, to make their way up to Uganda by another route. I am unable to decide whether or no the claim is technically just or not, but it has appeared to me from a general point of view, that the same goods, belonging to the same importer and with one unchanged destination, cannot equitably be made to pay duty twice. At the same time the lesser duty paid at Mombasa clearly does not cover the heavier duty (in amount) justly leviable at Port Alice. In these circumstances it has seemed to me that the case should be met by the supplementary payment of the difference between the two sums.

Although, as I understand this case is the first that has presented itself in the conditions stated, it is not impossible that it may occur with some frequency and on a

larger scale between the present time and that when the existing transport difficulties on the "English route" having subsided, goods landed at Mombasa for Uganda, shall perform the journey through British sphere as before.

I venture therefore to submit the question for the favour of your Lordship's instructions. I have only referred, so far, to the case where the goods do not change hands, but it may be that the case would be altered where goods, having been imported into Mombasa by A., and paid duty there, pass by sale into the ownership of B., who may be residing in Mombasa, or in Uganda itself. Thereafter, on reaching Uganda by the German route, it may be that the full duty would be chargeable, without any kind of rebate, on the ground that the adventures of the goods, which belong to A., would have nothing to do with those that befell them after passing into the ownership of a new operator, B. This point I also venture to submit for decision.

There is, however, apart from the technical aspect of these questions, a point which I think it might be politic to take into account. Should the transport difficulties on our road be prolonged, and should it be decided by your Lordship, that the fact of already having paid duty at Mombasa should not render the same goods any less liable to full duty if they eventually find their way into the Protectorate by the German route, the situation so created may perhaps (even though only temporarily) have a prejudicial effect on British trade. For instead of shipping to Mombasa and purchasing at Mombasa, with the prospect of paying duty twice (if the goods are unable to proceed by the English road), the importers or consigners of trade goods for use in this Protectorate, would be tempted to ship direct to German ports, or buy at German ports, and thus avoid the probable incidence of what would become an extra duty at Mombasa. I venture therefore to suggest, for your Lordship's consideration, that it might be expedient, if no insurmountable technical objection exists, to allow, in the case of trade goods coming from Mombasa to Uganda by the German route, a rebate of duty equivalent to the amount already paid at Mombasa.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

No. 82.

Mr. Berkeley to the Marquess of Salisbury.—(*Duplicate received February* 10, 1899.)

[Original miscarried.]

(No. 85.)

My Lord, *Kampala, July* 1, 1898.

I HAVE the honour to transmit herewith copy of a Report that I have received from Captain C. Sitwell, who has been in charge of the Toro district since the latter part of 1895, and from which it will be seen that, as set forth therein, the affairs of the district have been progressing very satisfactorily during the last year. The Report further contains varied information regarding the climate and resources of the country.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure in No. 82.

Report on the Toro District for 1897–98.

[The MS. of this Report is so illegible that it is impossible to decypher some of the names of places.]

Kasagama.—Ever since the departure of Mr. Fisher, Church Missionary Society, in February 1897, he has behaved very much better, and I think at present that he is trying to do what I want. He is still rather down on the Catholics if I happen to be away from here; on my return the other day I have had several cases to settle. While I was out of Toro he supplied me regularly with the Watoro guns and porters I required; these were much more use than any of the Waganda I had with me.

He has much more authority over his Chiefs now than he had before. But he always wants a good deal of looking after.

Chiefs.—I have had no trouble with any Chief in the last year with the exception of Byakweyamba, who, as soon as Mwanga left Mengo started to join him. Anyhow there was no disturbance in his district (Mwengi), and Byakweyamba committed suicide near Mitianu. I placed a Chief called Kijarari in his place, and everything has gone perfectly well since.

*Wakopi.**—I have had very few complaints against Kasagama for some time. As you know when I came here, the Wakopi came to the fort every day with complaints. When I first arrived here every native at once bolted into the grass; now I am pleased to say that they all stop, and many come and leave their work to speak to me. I have a great deal less trouble now in getting them to bring in wood, and work on the roads and the shambas.

West of Semliki.—The arrangement I made, putting the districts of Kinainu and Mboga under Tangera, seems to have answered well. I have had very few complaints from them.

These districts have, of course, suffered a great deal from the raids of mutineers, of the Congo State, during the months of April, May, and June 1897. This has already been reported.

Missionaries.—I am pleased to report the improved relations between the Protestant and Catholic missionaries here. They now speak to each other and visit, and not long before the departure of Père Ashte they all were drinking tea (Père Ashte and Varangot with a little whisky in it) together up here at the fort.

The following is rather amusing:—

Early last June I was down on the borders of Kitawendu with Mr. Lloyd, Church Missionary Society. I had to return to Toro; Mr. Lloyd went on for a bit of shooting. The next day he arrived at a village, and found the Chief and all his men with spears. The Chief refused to shake hands with him, and said, "I don't want you here; you have only come to steal my things, and won't pay."

Mr. Lloyd: "I don't want to steal anything, I am only looking round; I want to camp."

Spearmen crowded round, saying, "Get away, we don't want you; you have only come to steal."

Mr. Lloyd, getting nervous, says: "I have only to send word to the officer at the fort, so I advise you to let me alone."

Chief says: "Are you a friend of the officer at the fort? Why did you not say so at once; I know him well; he is a great friend of my master's (Kitanluli), and everyone likes him. I thought you were a friend of Père A—— who came the other day, and tried to get me to read with him."

Result. Departure of men with spears, and two goats and plenty of food brought in.

Soudanese.—Since I have been here, I have only had one complaint against the Soudanese, and that was a very small one, considering that men are constantly passing between here and Katwe, and as long as there was a garrison at Nakabimba they were also constantly going there. I consider this very creditable, and shows that the Soudanese is not quite such a brute in his behaviour to the natives as some people try to make out.

You will already have heard of their excellent behaviour during the mutiny, and when operating against Mwanga and the Mahommedans.

Mr. Bushley, Church Missionary Society, was only saying the other day that an English company would not behave so well.

Roads, &c.—There is a good road; all swamps bridged between here and Kasagama's frontier at Kyimba, near Nakabimba. Rest houses have been built at the following places: Kinamwezi, Kirongo, Butili, and Forest Camp. The one at Matui, between Kinamwezi and Kirongo, is not quite finished. There is also a good road to Katwe. I have been unable to bridge the Winie and Mpuku; they are regular torrents, about 20 yards wide, during the rains, and are unfordable during October and November.

Salt-lake, Katwe.—Since the Congo people have had their port on the Semliki, there has been very little ivory, cattle, or sheep brought in from that side. The salt at present appears to be very little, and of an inferior quality, and hardly worth taking. Even Kasagama has taken away his men from there. There is another place near Katwe where salt is dug up; I shall visit it shortly.

Rainfall.—The following amount of the rainfall at "Fort Gerry" will be interesting:—

* Native peasantry.

Number of Days on which Rain fell.

1896 ..	June	13 days.		1897 ..	June	13 days.	
	July	15 ,,			July	19 ,,	
	August	20 ,,			August	24 ,,	
	September	29 ,,			September	29 ,,	
	October	21 ,,			October	28 ,,	
	November	28 ,,			November	25 ,,	
	December	14 ,,			December	10 ,,	
1897 ..	January	6 ,,		1898 ..	January	7 ,,	
	February	11 ,,			February	8 ,,	
	March	15 ,,			March	22 ,,	
	April	25 ,,			April	22 ,,	
	May	25 ,,			May	24 ,,	
	Total	222 days.			Total	231 days.	

The storms seem to be heavier in September, October, and November. The sentry-box has been struck by lightning and sentry killed.

Earthquakes.—Since I have been here (May 1896), there have been eleven slight shocks of earthquake, but no damage has been done.

Cultivation.—There is about nine times as much cultivation in the country as there was when I came here. When I am on Safari I am constantly coming on new shambas and houses, where only a few months ago there was only long grass and jungle. The cultivation round the "Fort" and at Kasagama's and the Namasoli's has increased about 100 per cent.

Wheat.—I have had two good crops of wheat, and have one now nearly ready to cut. The best time to sow is in October and reap February, and February and reap June.

Potatoes.—I grow the best European potatoes I have seen out here; they are excellent eating and very large, come up in three months, and run as large as 1 to 1¼ lbs.

Vegetables.—I have cabbages, cauliflowers, carrots, turnips, radishes, lettuce, Cape gooseberries, beet, salsifi, beans, &c., all grown from seeds raised here. All the vegetables seed very well, which, I believe, they don't do in Uganda.

Rice.—I have raised several good crops.

Mhindi.—This grows very well here; I have three good shambas coming on.

Tobacco.—I have a nice crop of tobacco nearly ready.

Coffee.—There is a little coffee grown at Ngovoro (Fort Wavertree).

I have also young pomegranates, limes, tamarinds, and guavas coming up well.

Game.—List of game in the Toro district:—

Elephants, hippo, lions, leopards, wild cats of different kinds, zebras, hartebeest, buffalo, water-buck, kobas, and several other varieties of antelope.

Elephants are simply swarming in the district, I should think there were 1,200 to 1,400; I know of three herds of over 100, and several nearly as large; they are to be found everywhere. The other day returning from Kawanga, I saw a herd of 121 near Kamtumi, and, down Katwe, Père Varangot says they are all over the place, actually got amongst the cows feeding near camp.

Buffalo are to be got near Katwe and Semliki, but not many.

Lions and Leopards.—Almost everywhere, but they are difficult to shoot.

Zebra and Hartebeest in Kitakwenda.

In the forest running from Fort Wavertree to Kitakwenda, there are crowds of monkeys; also in forests on Ruenzori Mountains. I have shot a good many of black and white colobas.

There are lots of guinea fowl all over the country, more especially in Bamba country, between Ruenzori and Semliki. I have seen as many as 200 in one flock feeding. There are also a few partridges.

Fish.—Excellent fish can be got at Katwe and in Semliki, the same kind as one gets in the Nile at Assouan, Halfa, &c.

I had to leave the whole district to itself from the 10th January to the 14th May this year. Yousbashi Effendi Rachid was left in charge of the fort and the 50 Soudanese I left behind here and at Katwe. I never had a complaint of any kind while I was away, and on my return, with the exception of the few cases about the Catholics above mentioned, I found the whole district in perfect order; no trouble of any kind. During the disturbances in Uganda there have been none here.

The fort and all the houses were in perfect order when I got back; everything clean; crops all coming up well; those that had to be cut and dug while I was away all properly stored, and everything going on as if I had been here myself all the time.

(Signed) C. SITWELL, *Captain, Manchester Regiment,*
Commanding Toro District.

June 4, 1898.

No. 83.

Mr. Berkeley to the Marquess of Salisbury.—(*Duplicate received February* 10, 1899.)

[Original miscarried.]

(No. 87.)

My Lord, *Kampala, July* 8, 1898.

IN continuation of my despatch No. 69 of the 13th June last, I have the honour to report that although military operations are not yet at an end, the whole position appears to steadily improve. A recent expedition in the direction of Ankoli drove off a body of rebels collected there, but without succeeding in bringing them to action. I trust, however, that permament garrisons and patrols will before long scatter them altogether, and restore peace and security.

In Unyoro there remains more to be done, and I have the honour to inclose herewith copies of despatches addressed by me to Major Martyr and Colonel Broome; the latter is, I believe, still at the Ravine, where much transport difficulty exists.

These despatches review the final position in that direction and what requires to be done. I venture to hope that your Lordship will approve of my having instructed Major Martyr to eventually establish posts at Wadelai and Dufali, as these, combined with the development of friendly relations with the Shuli tribe, on which there appears every prospect that we may rely, should secure the restoration of order and peace in Unyoro.

The Soudanese battalion is reconstituted and almost wholly rearmed. The rifles that are still needed to complete are rifles that were distributed some months ago among Swahili porters, Waganda, and others, who were temporarily formed into troops when the Soudanese were disarmed, and who have not yet been entirely disbanded. These arms are being brought in as rapidly as circumstances will permit. Major Martyr is very satisfied with the attitude and general spirit of the men forming the reconstituted Soudanese battalion, and is quite confident of their restored fidelity. It is, indeed, proposed to employ one company and a-half of selected Soudanese in the operations that are about to take place against the mutineers still collected near Mruli. I had an opportunity, when recently on a visit to Port Alice, of inspecting 500 of the Soudanese, and I was wholly satisfied with their personal attitude and bearing. The native officers whom, in company with Major Martyr, I subsequently met, made a most favourable impression upon me, and there seems to me every indication that the whole body of the men are now in a very satisfactory condition. For this result the greatest credit is due to Major Martyr, who has been indefatigable in the work of selection and reconstitution, a task for which his experience of Soudanese particularly qualifies him. I regret to state that I have received reports of disquiet in portions of Usoga, Kavirondo, and in Nandi. This is perhaps not altogether surprising after recent events, nor do these reports indicate anything that might be called really serious. I propose after the departure of the mail to make a short journey into the districts named, in order to examine into these complications, and also to confer with the officers there on several matters that require readjusting in regard to administrative work.

In Uganda itself the situation is entirely peaceful, and there are no domestic troubles to report. Care, however, has to be taken against rebel, or rather raiding, bands from outside, a party of whom, belonging to Gabriel's faction, succeeded not long ago in effecting an inroad into Lower Buddu, where they captured a number of native women, but every effort is being made to prevent the recurrence of such preceedings.

The Waganda themselves are doing their best to co-operate, while at the same time they are providing the whole of the porterage (paid) for the very large transport service required on this side of the Nile, in connection with the movements and rations of troops.

In these various tasks the Chiefs lend us the most cordial and continuous assistance, while the people themselves readily respond to the call.

I have, &c.

(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 83.

Mr. Berkeley to Major Martyr.

Sir, *Kampala, July* 7, 1898.

WITH reference to the conversation we had on the position of affairs in Unyoro, and to future projects in which the troops will be concerned, I have now, for your information and guidance, to state as follows:—

We may, I think, confidently assume that the measures taken in the direction of Ankoli have secured that part of the Protectorate from anything in the shape of danger, though, of course, disquiet may still, for a time, prevail.

The elements of unrest which, meanwhile, exist in Unyoro are to the east of Mruli, a comparatively strong remnant of mutineers intrenched in a fortified camp, and who, from all the evidence before us, are animated by wholly hostile intentions.

In Western Unyoro we have, subject to the result of operations now being carried out by Major Price, bands of rebels, nominally under the leadership of the late King Mwanga, while to the north Karaga and his followers still continue their raiding operations.

It seems to me to be of immediate importance that the mutineers near Mruli should be captured or dispersed; in that, thereafter, the rebels within Unyoro being disposed of, and peace restored in the country, you should proceed to establish our permament garrison, and take the earliest steps within your power to relieve the troops, Indian and East African, that have been dispatched to our assistance.

You are aware that the Shuli natives have shown a marked disposition to establish friendly relations with this Administration, and you know the steps taken to promote their wishes in this connection. It could not fail to be of great assistance both as regards securing the peace of Unyoro in fostering friendly relations with the Shulis, that posts should be established at Wadelai and Dufile.

I have, as you are aware, received authority for this purpose from Her Majesty's Secretary of State for Foreign Affairs, and I therefore would ask you, all preliminary matters being dealt with, to proceed to establish these posts, provided you can do so with safety and without incurring the need of forcibly overcoming native opposition.

I am, &c.

(Signed) ERNEST J. L. BERKELEY.

Inclosure 2 in No. 83.

Mr. Berkeley to Lieutenant-Colonel Broome.

Sir, *Kampala, July* 7, 1898.

I HAVE the honour to acknowledge the receipt of your despatches of the 30th May and the 2nd June last on the subject of the food and transport difficulties experienced by yourself, and the companies of your regiment that are following you, in making your way up country, and I would beg you to believe that I greatly regret their occurrence, and would gladly have done anything in my power to obviate them; but the great strain that has been put upon such transport resources as we possess, particularly since the outbreak of cattle disease makes it extremely difficult and, at times, virtually impossible to meet requirements, and any action on my own part is to all intents and purposes limited by what experienced officials on the road, in the full knowledge of local circumstances, are able to do.

As regards the three companies still on the road I was not, till recently, aware that they were on their way to Uganda, having myself only asked (as discussed with you at Ndi in February last) for two more in addition to the three that were then on their way ahead of me. In these circumstances, namely, the very great transport difficulties that exist, I fully concur in the wisdom of your action in stopping the companies still behind you. The position here has meanwhile greatly improved,

and our really serious difficulties are practically over. To the east of Mruli there is a remnant of the Soudanese mutineers still holding together, but the available troops, at present, in command of Major Price, clearing Unyoro of rebel bands belonging to the ex-King Mwanga and to Kabarega, will be sufficient to disperse the mutineers in question at an early convenient moment. At the same time, the Soudanese battalion has been reconstituted, and, with the exception of two companies for whom rifles, &c., are not yet available, rearmed, and is ready to resume service. Its companies will proceed to Unyoro and garrison our northern frontier. In these conditions, I am advised by Major Martyr, with whose view I quite concur, that it will be readily possible to shortly relieve one company of your regiment and to relieve the remaining four companies as soon as the Indian contingent recruited for this Protectorate in India, and which I hear has reached Mombasa, can make its way up to Uganda.

We are using every effort, but are only just succeeding, in keeping the five companies of your regiment in Unyoro properly rationed, and I do not think it would be possible to undertake more in the present condition of transport and food supply. Hence, the intention of relieving one company as soon as possible, and the other four on arrival of the contingent.

Should the remaining three companies of your regiment arrive and be closely succeeded by our own Indian troops, there would be not only an excess of the troops really required, but difficulties in regard to their rationing which we could scarcely hope to deal with, and at the same time, I assume it can scarcely be doubted that Her Majesty's Government would not wish your regiment to be detained in the interior of Africa longer than the local situation renders absolutely necessary.

In thus expressing my view as to the absence of necessity for further reinforcements, apart from our own troops now on the road, I hope I need not assure you that I none the less most gratefully appreciate the valuable assistance rendered, and being rendered, to this Protectorate by the companies of your regiment who have reached Uganda, and are taking so active a share in restoring order here. Nor would I take upon myself to assume to guide your own movements, in these circumstances, as you are doubtless at this moment on your way with, I hope, sufficient transport for your own needs.

For the rest, I am myself about to proceed down the road to confer with the local officials upon various difficulties in Usoga, Kavirondo, Nandi, &c., and I shall therefore doubtless have the pleasure of meeting and conferring with you further on all details. I inclose herewith a Memorandum furnished to me by Major Martyr regarding the military clothing that it may be most useful to press forward for your companies now up here.

I am, &c.
(Signed) ERNEST J. L. BERKELEY.

No. 84.

Mr. Berkeley to the Marquess of Salisbury.—(*Duplicate received February* 10, 1899.)

[Original miscarried.]

(No. 88. Secret.)

Kampala, *July* 8, 1898.

My Lord,

WITH reference to my immediately preceding despatch of this day's date, in which, in briefly reviewing the general position of affairs in this Protectorate, I reported proposed steps for the establishment of stations at Wadelai and Dufile, I have the honour to transmit herewith copy of further and confidential instructions that I have addressed to Major C. Martyr, D.S.O., on the subject of possibly reconnoitring and Treaty-making along the Nile to the northward of those posts.

Your Lordship will observe that I have informed Major Martyr of the fact that I have no instructions in the matter, but that I felt assured that such work, if successfully carried out in the conditions given, could not but be valuable, and be approved of by Her Majesty's Government.

It is, therefore, only with the utmost diffidence that I submit to your Lordship the action I have taken, and venture to express the hope that it may, at least, not incur your disapproval.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

No. 84*.

Major Macdonald to the Marquess of Salisbury.—(*Received January* 23, 1899.)

(No. 39.) *Titi, lat.* 3° 21′ 30″ *N., long.* 34° 8′ 30″ *E.*,
My Lord, *October* 1, 1898.

IN continuation of my despatch No. 38 of the 9th September last, I have the honour to furnish the following additional information regarding the movements of the head-quarter column:—

I left Manimani on the 11th September with the reserve stores, &c., for Gule.

On the 17th September I received a report from the Officer Commanding at Gule that the Uganda mutineers had forbidden the Shuli to supply us with food, and no food caravans from Shuli country had visited Gule since my departure from that place on the 30th August; also that he feared that he would not have sufficient food collected for the column before my arrival, though he was sending out parties to buy grain in the surrounding country. He had also obtained information from friendly sources that the mutineers were established in a fort some three long days' march south-west of Umia at Vura, which I take to be Fayira on the Assoua River. The enemy's force was said to consist of nearly 400 Soudanese (including those got from Kabarega and from among the Shuli), and that they had been joined by Manyema (? Congo mutineers) and men from Khartoum (? Dervishes), armed with breech-loading rifles; they had also a large following of natives, mainly Waganda Mahommedans and Shuli. They had news of the proximity of my expedition and were apprehensive of attack. They had commenced a good deal of cultivation round their fort.

With this additional information to guide me I halted at Titi, 45 miles east of Gule, as I could not buy food here, and recalled the advanced portion of my column. A post at this place will be, comparatively speaking, out of touch with the Shuli, and the mutineers will thus have no precise idea of our strength or weakness. The Gule garrison reached Titi on the 29th September.

Surgeon-Captain McLoughlin had visited Kiteng and made friends with the natives there and with the Chief of Turkan (named Akkara on some maps), a Shuli district of considerable extent lying south of Latuka. Then he heard substantially the same report of the position and attitude of the mutineers. He, however, learned that one of their Effendi's with eighty men had, in the end of August, reached a point 30 miles from Gule to buy ivory, but on hearing of our arrival had hastily retired to the west. He also heard that there had been a small skirmish between Indian troops and the mutineers somewhere on the Nile, and that the Indians had returned to Unyoro after the exchange of shots. The mutineers were reported to have got more powder from a Wanyamwezi caravan which marched from German territory through Ankole and west of Lake Albert.

A party of Emin's old soldiery are reported to be settled in Latuka near Tarangole, who are said to have sent us a message to the effect that they would be glad to take service with us, but feared the long journey to join us on account of their women and children.

I have, &c.
(Signed) J. R. L. MACDONALD.

Inclosure in No. 84.

Mr. Berkeley to Major Martyr.

(Confidential.)

Sir,

Kampala, July 7, 1898.

IN continuation of my immediately preceding despatch of this day's date on the subject of military operations in Unyoro and the establishment of stations at Wadelai and Dufile, I have now to refer to a question which I would beg you to look upon as strictly confidential.

I shall, of course, receive from you information as to the progress of the operations, &c., referred to above; but as you will be at a considerable distance from me, and as I may have no opportunity of visiting you at Wadelai or Dufile for the purpose of discussing with you any further projects, it may be well that I should, in confidence, here suggest the possibility of activity on our part still further north.

In regard to this question, I must inform you that I have no instructions, but I feel convinced that, with foreign expeditions reported to be making for the Upper Nile, and the advance of British and Egyptian troops on Khartoum, it could not fail to be satisfactory to Her Majesty's Government that we should obtain closer touch with the Nile to our north.

I am, therefore, prepared to take the responsibility of requesting you, if you find you can do it with reasonable safety, and can overcome the natural obstacles of the river, to endeavour to reconnoitre and make Treaties with local Chiefs as far as Fashoda, which I mention as being our extreme limit to the north.

It is unnecessary that, in the conditions above stated, I should specially urge upon an officer of your experience the importance of avoiding anything like a disaster, or proceedings or results that might create embarrassments for Her Majesty's Government. You should in no case but that of self-defence come into armed collision with the emissaries of a foreign Power or with Abyssinians, should you meet any of the latter.

While you would be justified in disregarding the presence of any foreigner on the Nile between Unyoro and the 10th degree of north latitude, as not having any political significance that you need recognize, it would be wholly undesirable to compromise the good relations between Her Majesty's Government and a foreign Power by hostile action or initiation. I may add further that I feel well assured that any collision with Abyssinian troops would be disapproved of, and should, therefore, be avoided by every possible means.

You are, of course, aware that, in accordance with arrangements made in 1894, the Congo State has been authorized by Her Majesty's Government, under a lease, to occupy certain territories on the left bank of the Nile. It is, I believe, beyond doubt that they are now established at Lado.

Having thus placed before you the conditions in which, to the best of my belief and judgment, very valuable work might, in favourable circumstances, be performed, I need only add that the question of endeavouring to reconnoitre, &c., down the Nile beyond Dufile, in such circumstances, must be left by me to your discretion and judgment whenever it is not in your power to communicate with me in useful time.

The new steam-launch recently arrived here and not yet put together is placed at your disposal for the purpose of establishing communications with Dufile, and subsequently, if practicable, for use further north.

I am, &c.

(Signed) ERNEST J. L. BERKELEY.

No. 85.

Mr. Berkeley to the Marquess of Salisbury.—(*Received January* 23, 1899.)

(No. 141.)

My Lord,

Kampala, November 1, 1898.

I HAVE the honour to report that I have promulgated to-day the Game Regulations inclosed in your Lordship's despatch No. 160 of the 31st December, 1897. I regret not to have been able to do so earlier, but my absence from here on leave until April last when I reached Kampala, the pressure of work that succeeded and,

principally, the absence of copies suitable for first circulation and the difficulty of producing them here, have retarded their issue.

I have asked the coast authorities to be so good as to procure for me a supply of printed forms which shall embody all the corrections as made in the one which I have the honour to inclose herewith, and which I only venture to submit to your Lordship in its present shape, for approval, in order to save time. For the purposes of more general publicity I am asking Sir Arthur Hardinge to kindly cause a copy to be inserted in the "Zanzibar Gazette."

I inclose at the same time copy of the circular which I have addressed to each official in charge of a district.

In the Regulations so issued I have endeavoured to correctly embody all the decisions which your Lordship has taken from time to time in regard to licences, officers in the public service, and other minor points, and which are referred to in your despatches No. 46 of the 18th March and No. 81 of the 20th May last.

I have added to section (a) Regulation 4 a paragraph fixing at 3*l.* the fee payable by an officer employed in the public service, because it did not appear to be elsewhere so stated, except indirectly in regard to shooting in a "reserve" (Regulation 8).

In regard to the specification of a "reserve," I have, subject to your Lordship's approval, adopted temporarily a middle course. The Mau district, or the Toru district would, either, have done well. Kavirondo, Usoga, and Uganda have practically no game near the road. But in the case of the Mau district, which is adjacent to the reserve in the other Protectorate, the result would have meant a complete prohibition of shooting, except for a few miles near Kikuyu, from the Athi River to the frontier of Kavirondo, a distance by road of about 230 miles. It seemed to me that this would be rather hard on persons taking a licence and having little opportunity to shoot except while on the road. On the other hand, Toru, which is full of game, scarcely seems to require to be made into a reserve, as hardly any one ever goes there to shoot. In these circumstances it appeared to me that a useful tentative measure, for the present, might be to make reserves or "sanctuaries" round each of the three stations in the Mau district, where the recent considerable movement on the road has told most cruelly on the game that used to be plentiful all the way. I venture to hope that your Lordship will approve of this proposed measure.

I have, &c.

(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 85.

UGANDA PROTECTORATE.

Game Regulations.

WHEREAS under the provisions of "The Africa Order in Council, 1889," Her Majesty's Commissioner and Consul-General (hereinafter referred to as the Commissioner) has power to make Queen's Regulations for peace, order, and good government in the Uganda Protectorate (hereinafter referred to as the Protectorate);

And whereas it is expedient that Regulations should be made for the preservation of game:

It is hereby notified that Her Majesty's Commissioner, has, in pursuance of the power aforesaid, made the following Regulations:—

1. These Regulations shall apply to the killing, hunting and capturing of all wild beasts within the Protectorate.

2. For the purposes of these Regulations, "game reserve" means, until further notice, the areas comprised within a radius of 10 miles round each of the Government stations at Naivasha, the Eldoma Ravine, and Nandi.

"Officers employed in the public service" includes those of the East Africa Protectorate, of the Uganda Railway Staff, and Zanzibar Protectorate Staff.

"Kill, hunt, or capture" includes killing, hunting, or capturing by any methods; also all attempts to kill, hunt, or capture, and "hunt" includes molesting in any manner.

"Native" means a person not of European or American origin, born in or domiciled within the Protectorate.

"Non-native" means any person other than a native.

"Sub-Commissioner" means the Government official for the time being in charge of any one of the districts of Mau, Kavirondo, Usoga, Uganda, Ankole, Toru, or Unyoro.

3. The Commissioner may, from time to time, with the approval of the Secretary of State, proclaim in any other portion of the Protectorate a game reserve, or may, by Proclamation, extend or restrict the limits of any game reserve, and thereupon these Regulations shall apply to the territories affected by such Proclamation as if they had been constituted game reserves by these Regulations.

4. The Commissioner (or any Sub-Commissioner authorized by him to do so) may, at his discretion, grant licences in accordance with the following scale as regards the animals authorized to be killed, hunted, or captured, and the local limits to which the licence extends:—

(*a.*) Every non-native except an officer employed in the public service shall be required to pay a fee of 25*l.* for a licence empowering him to shoot in any district of the Protectorate not being a game reserve. The fee required from an officer employed in the public service shall, for this purpose, be 3*l.*, and the licence so obtained shall, in his case, be valid for both Protectorates.

(*b.*) Such licence shall give him a right to kill any wild beast except elephants, rhinoceros, and giraffes. Of each of the three latter kind of animal it shall give him a right to kill two only.

The Commissioner, or in his absence the Sub-Commissioner of the district in which the application is made, may give permission to the licensee to shoot more than the above-mentioned number of elephants, rhinoceros, and giraffes, charging fees in advance if necessary.

The fee shall be, for every additional elephant, 12*l.*, and for every additional rhinoceros or giraffe, 6*l.*

(*c.*) The Commissioner, or in his absence the Sub-Commissioner of the district in which the application is made, may, at his discretion, call upon every non-native holder of a licence to deposit 100*l.* as security for his compliance with these Regulations.

(*d.*) The Sub-Commissioner of any district may give natives of that province a licence to kill game over any part of it, not being a game reserve, upon such conditions as he may think warranted by the circumstances attending each individual application. A native desiring a licence to kill game outside his own province must apply to the Commissioner.

(*e.*) Every licence must bear in full the name of the person to whom it is granted, the date of issue, and period of duration, and the signature of the Commissioner or Sub-Commissioner granting it.

Any alteration or omission of these particulars will invalidate it.

(*f.*) Every licence shall be non-transferable, and must be produced when called for by any officer of the Protectorate Administration. Its non-production when demanded, without good and sufficient reason, will render the holder liable to the same penalties as if he were to kill game without being licensed. If lost or destroyed the licensee may obtain a fresh one for the remainder of the term for which the lost licence was available on payment of a fee not exceeding one-fifth of the original cost of the licence.

(*g.*) Every licence shall be in force for one year only from the date of its issue, and shall then require to be renewed.

5. The shooting of cow elephants is prohibited.

6. All cow ivory and any tusk weighing less than 10 lbs. is liable to confiscation.

7. No licence shall entitle the holder to kill, hunt, or capture any wild beast upon, or to trespass upon, private property without the consent of the owner or occupier.

8. Any person who, not being a native of any area declared to be a game reserve, shall, within a game reserve, knowingly kill, hunt, or capture any animal whatsoever, or shall be found within a game reserve under such circumstances as to show that he was in pursuit of game, and was not lawfully employed there, shall be liable on conviction to a fine not exceeding 5*l.* or to one month's imprisonment without prejudice to his liability to any other penalties under these Regulations. Officers employed in the public service in such reserve have permission to kill game there in accordance with the provision of Regulation 4, subject to a licence costing 3*l.*

9. Any person committing a breach of any of the provisions of Regulation 4, shall be liable on conviction to a fine which may amount to 50*l.*, or in default to imprisonment for a term not exceeding three months.

10. The importation and use of fire-arms and ammunition are in all cases subject to the Special Regulations which may be in force under the General Act of the Brussels Conference, and nothing in these Regulations shall be deemed to relieve any person from the obligation of taking out any licence which, for the time being is required to be taken out for possessing or using a gun.

11. All previous Regulations as to the killing of game in the Protectorate are hereby repealed in so far as they contain anything contrary to or inconsistent with the present Regulations.

12. *Bonâ fide* settlers and missionaries who only wish to shoot for the purpose of obtaining food are authorized to shoot a certain class of game, viz., Grantii, hartibeest, thomsonii, and wildebeest, at the rate of one of each or four of any per month, outside a reserve, conditionally on their taking out a licence for 5*l*.

These Regulations may be cited as "The Game Regulations, 1898."

(Signed) ERNEST J. L. BERKELEY.

Kampala, November 1, 1898.

Inclosure 2 in No. 85.

Circular to Officers Commanding Districts.

Kampala, November 1, 1898.

Sir,

I INCLOSE herewith a copy of the Game Regulations applicable to the Uganda Protectorate and which you will be so good as to enforce in your district without delay.

So soon as I can obtain a supply of properly printed forms from the coast, I will send you copies for use and general distribution.

You will note (1) that officers in the public service include besides those of this Protectorate, the staff of the East Africa Protectorate, of the Uganda Railway, and of the Zanzibar Protectorate, (2) that the 3*l*. licences issued to them in this Protectorate are valid in the East Africa Protectorate and *vice versâ*, and (3) that the only persons entitled to shoot or pursue game in a "reserve" are, subject to the provisions of Regulation 4 and the payment of the prescribed fee, officers in the public service stationed in such reserve.

And I hereby authorize you to issue, upon application, licences as prescribed in Regulation 4.

I leave it to your discretion to give such reasonable delay or notice before applying Regulation No. 6 as may appear to you fair towards traders and others in your district. After it shall have been in systematic application for sufficient time I should be glad to hear from you as to whether you find that in practice this Regulation merely serves to direct the trade in cow ivory and small tusks to territory where it is not prohibited, or whether it is effectively tending to the suppression of such trade.

I am, &c.,

(Signed) ERNEST J. L. BERKELEY.

No. 86.

Mr. Berkeley to the Marquess of Salisbury.—(*Received January* 23, 1899.)

(No. 144.)

Kampala, November 2, 1898.

My Lord,

I HAVE the honour to transmit herewith a despatch, addressed under flying seal through this office by Lieutenant-Colonel Broome, commanding troops in this Protectorate, to Her Majesty's Secretary of State for War, reporting on a recent collision with the mutineers and their allies, to which I am making reference in a separate despatch for the information of your Lordship.

I have, &c.

(Signed) E. J. L. BERKELEY.

Inclosure 1 in No. 86.

Lieutenant-Colonel W. A. Broome to the Marquess of Lansdowne.

[Through Her Majesty's Commissioner and Consul-General, Uganda Protectorate.]

Military Head-quarters, Kampala, Uganda,
October 25, 1898.

My Lord,

I HAVE the honour to report that the mutineers, getting canoes from Kabrega, crossed the Nile on some early day during this month. A post of nearly 100 of the 27th Bombay Light Infantry were stationed at Kisalizi, near which place they are supposed to have crossed. On the 9th instant Lieutenant J. A. Hannyngton, 29th Bombay Infantry, attached 27th Bombay Light Infantry, with 2 native officers and 60 rank and file, was proceeding from Kisalizi to Mruli. He arrived at his first camp, Kitabu, when a report reached him that the Wakhedi had crossed the Nile, and were in some shambas. He at once sent half his men with Subadar Allahdad Khan on to Kitabu to occupy the post. He himself set out for that place next morning with the remainder of the party. When he had gone about 2 miles, and when in dense jungle, volleys were poured into his party from a close distance. He ran towards his advanced guard, whom he found completely surrounded by the enemy, and, being unable to reach them, returned to the main body, which he found split up into two parts. He commenced to fire himself till all the party with him were shot down, when he received a bullet in his right upper arm, and another in the left hand. Being helpless, he plunged into the jungle, and reached Kisalizi the next day, exhausted from loss of blood. The rear guard fought their way back to Kisalizi. Upon the first shot being fired the porters threw their loads, all of which fell into the mutineers' hands. These latter had been joined by some 520 rebel Waganda and Wanyoro. The party, under Subadar Allahdad Khan, reached Kamanina, and, while patrolling, came across the enemy and engaged them, killing some four mutineers and about 20 rebels. Our casualties, nil. Having no rations, he then made a night march back to Kisalizi, and arrived there on the morning of the 11th. That evening the enemy invested Kisalizi and endeavoured to cut off the water supply, distant half-a-mile from the stockade. The troops had to fight their way to the water, where 90 mutineers were stationed. This state of things lasted till the 13th instant, when the mutineers and rebels left. Our total casualties were: killed, 1 native officer and 12 men; wounded, Lieutenant J. A. Hannyngton, severely, and 10 men. Total loss to the enemy estimated at 125 killed; wounded, not ascertained. I regret to say that nine rifles and 1,600 rounds Martini-Henry ammunition, in boxes, carried by the porters, fell into the enemy's hands, with all tents, kits, rations, &c. On receipt of the above news I dispatched to Kisalizi, on the 15th instant, a force consisting of two companies 27th Bombay Light Infantry, half company British East Africa Rifles, half company Uganda Rifles (Soudanese), and half company Uganda Rifles (Swahilis), totalling 271 men, the whole under the command of Captain F. J. Fowler, D.S.O., 27th Bombay Light Infantry, with orders to follow up the enemy. The difficulties in procuring the required number of porters prevented their earlier departure. I called in one company Uganda Rifles from Lubwas, and with them and what where remaining here I dispatched, on the 24th instant, a column of one company 27th Bombay Light Infantry, one and a-quarter company Uganda Rifles, totalling 200 men, under the command of Lieutenant-Colonel A. H. Coles, D.S.O., Uganda Rifles, which I am now proceeding to join. This column marches for Baranwa on the Kafu River in order to intercept the rebels, who are reported to intend to march westernly. I fear Major C. H. U. Price, 27th Bombay Light Infantry, in Unyoro, is not of sufficient strength to co-operate, but I know he will if he can. I have recalled the company 27th Bombay Light Infantry from Buddu, where the operations have been brought to a successful conclusion under Captain M. J. Tighe, D.S.O., 27th Bombay Light Infantry, and on arrival here they will immediately proceed to join Lieutenant-Colonel A. H. Coles', D.S.O., column with me to-day.

I have, &c.

(Signed) W. A. BROOME, *Lieutenant-Colonel,*
Commanding Troops in Uganda Protectorate.

Inclosure 2 in No. 86.

Colonel Ternan to the Marquess of Lansdowne.

Military Head-quarters, Kampala, Uganda,
November 3, 1898.

My Lord,

WITH reference to Lieutenant-Colonel W. Broome's despatch, dated Kampala, the 25th October, 1898, I have the honour to report that the column under the command of Captain F. J. Fowler, D.S.O., 27th Bombay Light Infantry, making a night march, attacked the mutineers and rebels at daybreak at Kiweri, four marches west of Kisalizi, on the 27th October, 1898, killing some fifty to sixty, dispersing them, and capturing a number of their women. Our casualties: killed, one man British East Africa Rifles; wounded, two men 27th Bombay Light Infantry, two men British East Africa Rifles.

2. The mutineers are reported to have fled south-west, and Captain F. J. Fowler, D.S.O. is following them up.

I have, &c.
(Signed) TREVOR TERNAN, *Colonel,*
Commanding Troops in Uganda Protectorate.

No. 87.

Mr. Berkeley to the Marquess of Salisbury.—(Received January 23, 1899.)

(No. 148.)

My Lord,

Kampala, November 2, 1898.

IN continuation of my despatch No. 138 of the 10th October last, in which I referred to the mutineers and their allies on the east bank of the Nile near Mruli; and further, that a company of the 27th Bombay Light Infantry was proceeding there, I have now the honour to report that a detachment of that company was, on the 10th October, ambuscaded by the mutineers and their allies, losing one native, one officer, and twelve men killed, while the Officer in Command, Lieutenant Hannyngton, and nine men were wounded. The detachment, however, fought its way back to Kisalizi with great determination, and their conduct on this occasion has created a wide-spread and very favourable impression as to the superiority of these soldiers over the rebels. The detachment attacked, and another that was patrolling, inflicted considerable loss on the enemy, the total of which is estimated at 15 Nubians and 110 native rebels killed.

As soon as the news reached Kampala, Colonel Broome commanding the troops who had been engaged in organizing a force for a fresh assault on the mutineers at Mruli, sent two columns under Captain Fowler and Lieutenant-Colonel Coles respectively, with orders to attack and disperse the enemy. We have received reports up to date that Captain Fowler, after a night march, surprised the enemy south of the River Kafu on the 27th October and dispersed them, killing fifty, only a few however of these being mutineers; the ringleaders, as usual, went off at ouce. The columns are believed by now to have effected a junction, and the pursuit is being kept up. In the engagement just referred to, Captain Fowler lost one man killed and four wounded. It is reported also that a number of the enemy's women and children were captured.

After carefully examining reports received, it would appear that the rebels have separated from Mwanga and Kabarega, who remain on the right bank of the Nile, and have themselves crossed into Northern Uganda with the whole of their following. It can only be conjectured that, finding themselves in a very unfavourable position near Mruli, and unable, as it seems now, to make their escape to the north and north-east, decided to make an attempt to get away to the west, and probably having heard a rumour that the Indian troops had left (though really only crossed into Uganda), and that others had gone north to Wadelai and Dufile, thought the opportunity a good one to make an attempt to cross, as stated, with all their belongings.

I am inclined to think the ambuscade was accidental, and probably formed no part of their organized plans. Similarly, after threatening the garrison at Kisalizi for two days, they made off without venturing an attack.

This development of events northwards, and the necessity of sending sufficient

troops to pursue the mutineers and their allies in the different directions which rumours ascribe to their movements, has unfortunately for the time being retarded the occupation of Ankole, and the stronger garrisoning of that part of the Protectorate. At the same time, the mutineers and their Mahommedan allies having now ventured into an area where efforts can more effectively be made to surround and hem them in, it may be hoped that they will now be finally disposed of.

The mutineer forces from the last reports consist of from 200 to 250 Soudanese and some 500 Mahommedan Waganda of those who originally came over in the beginning of this year with Mwanga from German territory. The entire party, as previously reported, is stated to be short of ammunition, and from information hitherto received, would appear more anxious to secure their own safety than to adopt offensive measures. The women captured give evidence of considerable distress among the enemy, and state that many would surrender if they felt sure of their lives. I am therefore, in addition to the Proclamation reported in my despatch No. 114 of the 22nd August, instructing Officers Commanding in Unyoro and in the field to offer terms, as opportunity may occur, to any of them but the ringleaders, or to those who may have been actually concerned in murder.

I have the honour to forward herewith, for your Lordship's perusal, a copy of a Report received from Colonel Broome, and which furnishes further details of the original attack on the detachment.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure in No. 87.

Lieutenant-Colonel Broome to Mr. Berkeley.

Military Head-quarters, Kampala, Uganda,
October 17, 1898.

Sir,

I HAVE the honour to report that on the 9th instant Lieutenant J. A. Hannyngton, 27th Bombay Light Infantry, left Kisalizi, where a company of the 27th Bombay Light Infantry had arrived under Lieutenant W. O. Grant, of that corps, for Masindi, to rejoin his company there, with two native officers and sixty men. He arrived at Kituba on that day, and a report reaching him that the mutineers and rebels had crossed the Nile with the object of establishing themselves at Kamanina, he sent on that day a party of thirty men under Subadar Allahdad Khan to Kamanina. He left Kituba for Kamanina on the 10th instant, and about three-quarters of an hour after marching he was, when in thick grass, suddenly fired upon by the mutineers and rebels. Several men were at once killed, and all those round him; he was left with one man, and commenced himself to fire, but this man, too, was killed. Lieutenant Hannyngton, too, having received two bullet wounds, one in the right arm, the other in the left hand, dived into the bush and ultimately reached Kisalizi; his rear guard fought their way back to Kisalizi, followed by the rebels. The enemy's loss is difficult to estimate, but it is thought six mutineers and seventy rebels were killed and many wounded. Our casualties were one native officer and twelve men killed, Lieutenant J. A. Hannyngton and eight men wounded. The rebels captured the dead men's rifles and about 1,500 rounds Martini-Henry ammunition. Subadar Allahdad Khan on arrival at Kamanina, when patrolling towards the Nile, was attacked by the enemy; he reports having killed four Nubians and twenty rebels. Our casualties nil. He returned to Kamanina, and thence at night to Kisalizi, where he arrived on the 11th instant. On the 11th instant the whole of the mutineers nnmbering some 200, and 540 rebels, invested Kisalizi with the hope of cutting off the water supply, which is some half-mile from the fort, and the garrison had to fight their way to the water. This state of affairs continued till the 13th instant, during which time Lieutenant Hannyngton attacked them once. On the 13th instant, the whole rebel force suddenly disappeared, and are reported to be marching in a westerly direction. On receipt of the above news from Lieutenant Hannyngton, I dispatched on the 15th instant two companies 27th Bombay Light Infantry, half a company British East Africa Rifles, half a company Uganda Rifles, with two medical officers, the whole under the command of Captain F. J. Fowler, D.S.O., about 200 men in all, to Kisalizi.

Enemy's total casualties in above operations are estimated, as reported at present, at about 15 Nubians and 110 native rebels killed. The enemy carried away all their wounded.

I have, &c.
(Signed) W. A. BROOME, *Lieutenant-Colonel,*
Commanding Troops in Uganda Protectorate.

Nos. 88 and 89.

[Nil.]

No. 90.

Sir G. Molesworth to Mr. O'Callaghan.—(*Received January* 23, 1899.)

(Confidential.)

Sir, *Uganda Railway, Kilindini, December* 20, 1898.

WITH reference to your letter dated the 2nd December, 1898, requesting that I should consider the question of harbour arrangements at Mombasa and Kilindini, I have the honour to report that I have carefully gone into the question with Mr. Whitehouse, Chief Engineer, Uganda Railway, and Mr. Craufurd, the Sub-Commissioner. I have also carefully examined the ground at Mombasa and Kilindini, and the present and proposed customs sites.

1. The present port of Mombasa (Mvita) is, I consider, absolutely unsuitable for many reasons. The anchorage is narrow, and steamers of any size have some difficulty in turning. The landing arrangements are primitive, and the existing custom-house is very cramped and small—the approaches to it being so blocked by the native town as to make it impossible to extend it to cope with the growing traffic. Good approaches to it are precluded, without making such alterations as would almost entail a complete reconstruction of the town. The ground in rear rises steeply, and the streets are too narrow to admit of free traffic, even with present requirements, as there is not room, as a rule, for even two hand-trucks to pass each other. Even now the streets outside the custom-house are frequently blocked with goods awaiting removal.

2. At the same time, it is necessary to consider the important vested interests of the mercantile houses and native traders in the town of Mombasa, which is at present the business centre, and which is estimated by Mr. Craufurd to contain about 30,000 inhabitants. There will also always be a considerable dhow traffic in grain, cattle, dates, and other native produce with Zanzibar and the coast ports, as access to Mombasa for sailing-vessels is easier than to Kilindini with the prevailing winds.

3. At Kilindini, on the other hand, there is an excellent harbour, completely land-locked, with a good anchorage, sheltered from wind, and of ample capacity for ships of any size.

The present terminus of the railway is on that side of the island, and there are convenient sites for warehouses, &c., capable of almost indefinite extension. As the port grows in importance, a large area could be reclaimed at very small cost, and deep water jetties run out, so that steamers could unload alongside.

4. I would therefore strongly urge that the main port and distributing centre be made at Kilindini. The site marked "A" by Mr. Mackenzie is a most suitable one for the principal custom-house and warehouses, as it affords ample space for the convenient handling of goods, and is capable of great extension, as the port grows in importance. The site belongs to the railway, and any portion required could be transferred to the Customs.

There is at present on this site a small branch customs-office, which I should propose to utilize, as soon as practicable, as the principal custom-house of the port; such temporary additions being made as may be necessary to enlarge it for that purpose. The present custom-house at Mombasa would then simply become a branch

office for dhow traffic. For the present the landing jetties of the Uganda Railway would be used for the general traffic of the railway, though eventually separate steam-jetties would be erected for general traffic as required. This site marked "A" is at present connected with the railway, and reclamation could be carried out at comparatively very small cost.

I would suggest, however, that no permanent buildings be erected until the requirements of the port and the probable development of the country are clearly understood, when a carefully-thought-out and comprehensive scheme for the port can be brought forward.

5. As the requirements of Mombasa have to be considered, this distributing centre at Kilindini must be connected by metre-gauge extension (*b*) with Mombasa; a terminal station (*c*) being made just west of the fort, and direct communication (*d*) being also made with the present passenger station at Kilindini, as I have indicated approximately on the chart.

I have carefully examined the ground between, and I find that a large proportion of the proposed extension would be a surface line, entailing very little work and small expense, and avoiding all existing houses and building sites. The descent to the Customs yards and wharves need not exceed a grade of 2 per cent., and there are no engineering difficulties whatever. It is imperative that this extension should be on the metre-gauge, and not a 2 ft. 6 in.-gauge tram-line. The difference in first cost would be trifling, and would probably be swallowed up in the cost of additional rolling-stock; while grave disadvantages and great expense would be caused by the break in bulk for goods to and from the railway.

The proposed line, if a metre-gauge extension, could be worked with the Uganda Railway rolling stock, and would, I consider, pay well, owing to the suburban passenger traffic it would attract. The existing tram system from Mombasa to Kilindini (filling as it does the place of carriages and cabs in other towns) should be retained for general house-to-house communication, for which purpose it is, even at the present time, only just sufficient.

6. Even if the immediate construction of this proposed metre-gauge extension to Mombasa should not be sanctioned, I cannot urge too strongly that the land required for the line, and for the station premises, sheds, and sidings at Mombasa should be acquired at once. This land will increase rapidly in value, but at present could be obtained at comparatively small cost; whereas if the purchase is deferred the cost of land is certain to be a very heavy item. Already a number of speculative buildings are being rapidly run up between Mombasa and Kilindini.

7. The site marked "C" on the plan is, I consider, the best available for a station at Mombasa. Any attempt to penetrate further into the town would entail very heavy cost in land purchase, steep gradients, and considerable engineering difficulties, and such a station would add considerably to the present congestion of traffic in the town.

8. I am convinced that the transfer of the distributing centre to Kilindini should be made as soon as possible, as every day of delay will render the task more difficult owing to the rapid development of the trade. Unless something is done speedily, the present port arrangements must inevitably lead to a dead-lock.

9. The chart on which I have marked the proposed extension and station is sent in a separate cover.

I have, &c.
(Signed) GUILFORD L. MOLESWORTH.

No. 91.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received January* 23, 1899.)

(No. 399.)

My Lord, *Mombasa, December* 23, 1898.

I HAVE the honour to report, with reference to your Lordship's despatch No. 321 of the 2nd instant, that Captain Souter and Lieutenant Longfield arrived here on the 19th instant, and have entered upon their duties with the military forces of this Protectorate.

In view of the arrival of these officers, Major Hatch has arranged for the immediate enlistment of some fifty of the deported Uganda Soudanese now at Kibwezi, whom he

has personally selected and had medically examined, and found fit. The men willingly agreed to Major Hatch's conditions, and took the oath of allegiance to Her Majesty.

It is proposed for the present to quarter these Soudanese in Witu and to settle their wives and children, as well as the non-enlisted Soudanese on land at or near that place, where they will cultivate, and they will be under the supervision of the Sultan of Witu and of Captain Rogers; and I think this suggestion, which has been made to me by Major Hatch and Ibrahim Effendi, a good one. Later on, when Mr. Jenner returns from Bardera, the question of shifting them to Gosha may be considered.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

No. 92.

Sub-Commissioner Craufurd to Foreign Office.—(*Received January* 23, 1899.)

(Confidential.)

Sir,

Mombasa, December 29, 1898.

I HAVE the honour to state that, under directions of Sir Arthur Hardinge, a Committee of European merchants and officials was convened for the purpose of submitting proposals to Her Majesty's Government with a view to overcome the difficulties now experienced by the traders of Mombasa.

The members of this Committee, at their first meeting, were unanimous in their desire for a line, either of railway or tramway, across the island, but were divided upon the question as to whether facilities for landing and distribution of cargo should be given at Mombasa or Kilindini.

Those persons who had large vested interests in Mombasa were dubious as to the future of Kilindini, and stated as there opinion that, as trade was very conservative, a long time might elapse before any appreciable transfer of traffic to that port would take place.

On the other hand, the individuals interested in Kilindini urged that Mombasa harbour may be considered as a failure, and therefore Kilindini should become the sole port for steamer traffic, and the proper place for landing and distributing goods for the interior, Mombasa, and the coast ports.

As convener and Chairman, I expressed no opinion, but obtained an assurance from the representative of the Uganda Railway that he would have a survey made of the land between the Kilindini railway station and Mombasa town, with a view to ascertain the cost of the proposed tramway.

A few days after the Committee had adjourned Sir Guilford Molesworth arrived, and told me that he had been instructed by the Uganda Railway Committee to report upon these very matters in issue, and to confer with me in confidence thereupon.

I next day, at an interview, went at some considerable length into the varied aspects of the situation, and Sir Guilford then explained to me the recommendations he was prepared to make, and which he has detailed in his despatch of the 20th December to the Uganda Railway Committee, sent under flying seal through myself.

In order that ample material may be at hand to enable a decision to be readily arrived at, I send a copy of a letter from the Senior Naval Officer on this coast in reply to mine asking for his opinion on the harbours' question, and of a sketch I have caused to be drawn up, which gives additional information to that sent by Sir Guilford Molesworth. This last I transmit under cover of his plan to the Railway Committee.

In view of present expenditure upon public works, and that proposed under next year's Estimates, all of which will be affected by the instructions of the Foreign Office in this connection, I beg that early intimation may be given to me confidentially, so that unnecessary outlay of public money may be stopped, and the land required at Mombasa and Kilindini may be obtained before speculators become aware of the intentions of Her Majesty's Government.

I have, &c.

(Signed) C. H. CRAUFURD.

Inclosure in No. 92.

Captain Henderson to Sub-Commissioner Craufurd.

Sir, "*Fox*," *at Kilindini, December* 23, 1898.

IN replying to your letter of the 22nd instant, I have the honour to forward my expression of opinion on the question of the relative harbours of Mombasa and Kilindini:—

Mombasa.

1. Does not present natural facilities for development.
2. What is even possible is limited; the expense would be enormous in wharfage; the reach beyond Ras Kiberamini would have to be included; and then you have no real space to deal with, only something more like a small river than a harbour.
3. The harbour is not easy of approach; the inner anchorage is narrowed down to a small margin; still the ships are increasing in size.

Kilindini.

1. Is considerably easier of approach.
2. The area of good anchorage with most perfect safety is enormous.
3. This, if the trade warranted it, could be much improved by the removal of Buchanan Rock and Kilindini Reefs.
4. Kilindini is not only safer for navigating purposes; it is to all intents and purposes secure from outside molestation by an enemy.

Ras Kigangoni being quite 5 miles from outside fire, that is, supposing you had no artillery to assist in defence, say, of mines only, which either harbour lends itself to.

Mombasa is easily centred and reached by outside fire.

In 1891 I first visited Mombasa. One was then struck by the natural advantages of Kilindini for naval or commercial purposes or combination.

On again this year revisiting the east coast, I see no reason to change my first impressions. On the contrary, I feel convinced, particularly when I already see heavy weights being hoisted straight into railway trucks ready for delivery 240 miles away.

From a naval or military point, there is no question.

To a commercial point, it is always a deep and serious question when the urgency arise, or attack imminent.

Destruction is easy at Mombasa, even if heavily defended. Guns and property would be altogether.

It would appear to me that Kilindini can pay for invested capital, because it has room for expansion.

Mombasa can only possibly give return for a limited capital, yet the amount required to develop the harbour would be very great.

Once developed, its general want of capability would soon be felt.

In the end, you or those to follow would have to go to Kilindini.

I have, &c.

(Signed) F. H. HENDERSON,

Captain and Senior Naval Officer, East Coast of Africa.

No. 93.

Dr. MacKinnon to Foreign Office.—(*Received January* 23, 1899.)

Sir, *Mombasa, December* 30, 1898.

I HAVE the honour to report my arrival at Mombasa on the 10th instant.

One hundred and fifty mules arrived here on the 25th November.

I regret to report that in process of landing one kicked itself out of the slings and was killed.

The mules are now at railhead being trained, and will start next week.

I am pleased to be able to report that, as a result of the innoculation done by Mr. Stordy, the pleuropneumonia at Nandi has been stayed, and the bullocks are again at work.

I have consulted with Mr. Whitehouse as to the repair of the road, and he has reported what he thinks should be done.

Until supplies of tools and food for the coolies have been sent up to the Ravine they will not start.

This cannot be done until the next lot of mules is received.

Loads are being sent up by all available means.

Owing to recent rains the natives are fully occupied with cultivation, so the number available as porters is much less than usual.

The German route, from want of water on the road and scarcity of food, is at present closed, and is likely to remain so until the end of February.

I am preparing the Estimate for next year as instructed, and hope to send it by next mail.

Major Evatt's battalion of Indian troops had got to Naivasha on the 11th instant.

Lieutenant Playfair and Mr. H. Prendergast leave here *en route* to Uganda to-morrow. Dr. Ansorge arrived to-day from England, and will be sent off as soon as possible.

I have, &c.
(Signed) A. D. MACKINNON.

No. 94.

Foreign Office to War Office.

Sir, *Foreign Office, January* 24, 1899.

WITH reference to the letter from your Department of the 13th ultimo relating to the reorganization of the East Africa Protectorate forces and the engagement of officers for service therein, I am directed by the Marquess of Salisbury to state to you, for the information of the Secretary of State for War, that he has come to the conclusion, after a careful consideration of the arguments set forth on either side, that the formation of a Camel Corps may, for the present, be dispensed with, the other parts of the scheme as agreed to in your letter being carried out. I am, therefore, to request that the steps for the engagement of the requisite number of officers, which were temporarily suspended, may now be proceeded with.

The elimination of the Camel Corps from the scheme will make it necessary to provide for Captain Souter, who has already gone out to East Africa, and who was designated as its Commandant.

The Marquess of Lansdowne will no doubt make it a condition of selection of officers that they are expected to serve for a period of five years in the Protectorate force.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 95.

Foreign Office to Mr. Berkeley.

(No. 7.)

Sir. *Foreign Office, January* 25, 1899.

THE Marquess of Salisbury has had under his consideration your despatch No. 109 of the 1st August last, and I am now directed by his Lordship to inform you that after a careful review of all the circumstances he approves your recommendation that the death sentence on Aligom and Meditombe should be commuted in each case to one of fourteen years' penal servitude with hard labour.

You will already have received my despatch No. 178 of the 4th November, inclosing a copy of the Africa Protectorate (Capital Sentences) Order in Council which was passed on the 20th October last. Under its provisions it will in future be possible, in the event of both the Commissioner and the Judicial officer being agreed on such a course, to carry out a death sentence locally. It is very desirable that the power thus conferred should, for the future, be exercised in all cases in which the Commissioner

and the Judicial officer are agreed that no strong reasons exist rendering a reconsideration of the sentence by the Secretary of State desirable, since the mere fact of a death sentence being referred home must, owing to the length of time occupied by this procedure in practice, almost invariably involve its ultimate commutation.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 96.

Foreign Office to Major Harrison.

Sir, *Foreign Office, January* 25, 1899.

WITH reference to your letter of the 16th ultimo, I am directed by the Marquess of Salisbury to inform you that a telegram has been received from Lord Cromer stating that the Sirdar thinks it unnecessary for you to proceed further than Cairo. The Sirdar will send up men to complete after you have done what you can at Cairo, where facilities for recruiting will be given you. You should report whether, in these circumstances, you still require four officers to accompany you.

You are authorized to employ Dr. Moffat, of the Uganda Protectorate, in examining the recruits, should he be in Cairo, as expected, during your visit, and you should give the earliest possible intimation to the Crown Agents of the Colonies of the dates on which the batches of the recruits and their wives will be ready to leave Egypt, and of the accommodation required. You should proceed to Cairo as arranged, and should notify Her Majesty's Sub-Commissioner at Mombasa by telegraph, for Major Hatch's information, of the sailings and dates of arrival.

Whilst engaged in Egypt on this service you, and the officers employed under you, will draw the full pay of your appointments in the East Africa Rifles, and an allowance for maintenance at the rate of 1*l.* a-day.

You will further receive first class passages from London to Cairo, and thence to Mombasa.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 97.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 23.)

Sir, *Foreign Office, January* 26, 1899.

WITH reference to Mr. Cave's telegram of the 17th instant, reporting that the Government of Zanzibar would, although unwillingly, allow the "Bhundara" to discharge her cargo, I have to inform you that Sir James Mackay, representing the vessel's owners, informed me on the 20th instant that the accompanying telegram had been received from the owners' agents in Zanzibar. The telegram was in answer to one from the owners requesting their agents to thank the Government of Zanzibar for having decided to allow the cargo to be landed, and instructing the agents to see that the arrangements which might be required by the Government were duly carried out.

Sir James Mackay also informed me that a telegram from Mombasa stated that the "Bhundara" was then anchored outside that port, and would not be allowed to communicate with the shore without orders from the Foreign Office. He also pointed out that the vessel had been off the African coast for a month less five days, and that, as the demurrage would amount to about 100*l.* a-day, a definite decision as to whether she might or might not land her cargo ought to be arrived at without unavoidable delay.

In view of these representations and of Sir Thorne Thorne's opinion communicated to you in my telegram No. 17 of the 10th instant, I addressed to you my telegram No. 21 of the 20th instant, instructing you to allow the "Bhundara" to communicate with the shore, and to land her cargo as soon as the disinfection of the ship and cargo had been carried out.

I am, &c.
(Signed) SALISBURY.

No. 98.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 24. Africa.)

Sir, *Foreign Office, January* 26, 1899.

I HAVE received your despatch No. 391 of the 15th ultimo, inclosing (1) a copy of the Regulations which you have put in force in the East Africa Protectorate for dealing with vessels coming from plague-infected ports; and (2) a copy of similar Regulations which have been made for Zanzibar.

I have referred your despatch to the Local Government Board for the opinion of their medical advisers on the Regulations.

I observe, however, that in both it is laid down that on the arrival of a plague-infected ship at Zanzibar the sick shall be immediately disembarked and isolated, a proceeding quite in accordance with the Venice Convention, and in your covering despatch you explain this step by stating that the Sultan's Government has established a quarantine station at Prison Island, using as a lazaret the new model prison.

The Regulations were issued on the 16th and 9th ultimo respectively. They reached me on the 12th instant, and I have read them with some surprise, in view of the reply contained in your telegram No. 1 of the 2nd January to my inquiry as to whether Prison Island would not be suitable for a quarantine station, as had been suggested by one of the owners of the "Bhundara."

That reply was to the effect that it would not be safe to land passengers on the island from infected ships.

It is true that power is reserved to the Commissioner and to the Sultan's Government under the Regulations to strengthen or modify them, but it is not conceivable that this power should have been exercised within a few days of the issue of the Regulations, on the occurrence of one of the very cases foreseen under them, and in disregard of the medical opinions under which they were drawn, and of the conclusions of the distinguished medical specialists assembled at the Venice Conference.

By the declaration of "urgency" attached to your issue of the East Africa Regulations, Her Majesty's Government are made responsible for them, unless and until they are disallowed, without having had the opportunity of expressing any opinion on their merits.

It is evident that the commercial community in Zanzibar, India, and elsewhere on reading the public Notification in the "Zanzibar Gazette" of the intention to apply the provisions of the Venice Convention to plague-infected ships were entitled to expect that they would be so applied, and I should be glad to learn more fully what special circumstances seemed to you to call for an immediate departure from those provisions, bearing in mind the fact that ships had been constantly arriving at Mombasa from India with many hundreds of passengers before the Regulations were issued.

I am, &c.

(Signed) SALISBURY.

No. 99.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 31.)

Sir, *Foreign Office, January* 27, 1899.

WITH reference to my telegram No. 10 of the 8th instant, authorizing the expenditure of 2,000*l.* for a camp of observation for the use of the passengers by the "Bhundara," I inclose a copy of a letter from the Treasury on the subject.

This sum will be charged to the funds of the East Africa Protectorate and the Uganda Railway in proportions which will be communicated to you hereafter.

I am, &c.

(Signed) SALISBURY.

No. 100.

Foreign Office to Commissioner Berkeley.

(No. 12.)

Sir, *Foreign Office, January* 27, 1899.

I AM directed by the Marquess of Salisbury to inform you that on the 20th instant he received a telegram from Her Majesty's Consul at Mombasa stating that despatches had arrived there from Major Macdonald submitting views and proposals for a fresh effort as well as a Memorandum for a military control of the territories covered by his recent Treaties. Major Macdonald estimated that such a control would entail an expenditure of something like 18,000*l.* per annum.

Mr. Craufurd was instructed by telegraph, in reply, to inform Major Macdonald that no further responsibilites of a costly character can for the present be undertaken on the frontier of Uganda.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 101.

Foreign Office to India Office.

Sir, *Foreign Office, January* 27, 1899.

WITH reference to my letter of the 22nd December on the subject of the appointment of Mr. A. J. Simson as Agent in India for the Protectorates of Uganda, East Africa, and British Central Africa, I am directed by the Marquess of Salisbury to transmit to you copies of notifications of this appointment and also of Mr. Simson's appointment as Emigration Agent for the Protectorates in question.*

I am to request that these notifications may be communicated to the Government of India to be inserted in the official gazettes of India and of Bombay, should Lord George Hamilton see no objection.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 102.

Sir P. Currie to the Marquess of Salisbury.—(*Received January* 28.)

(No. 1. Africa.)

My Lord, *Rome, January* 26, 1899.

WITH reference to your Lordship's despatch No. 1, Africa, of the 3rd instant, I have the honour to inform your Lordship that I communicated to the Italian Government a copy of your Lordship's above-mentioned despatch, and that I have received a reply to the effect that the Italian Government are studying the question of the tax on shipping entering Zanzibar ports, which Her Majesty's Government propose should be levied for the purpose of improving the lighting of the coast of Zanzibar, and that as soon as they have come to a decision on the matter they will communicate it to me.

I have, &c.
(Signed) PHILIP CURRIE.

No. 103.

The Marquess of Salisbury to Sir F. Lascelles.

(No. 18. Africa.)

Sir, *Foreign Office, January* 30, 1899.

YOUR Excellency is already conversant with the circumstances in which the German Government relinquished, in 1892, their Consular jurisdiction under Treaty in the dominions of the Sultan of Zanzibar on the mainland of Africa, now placed

* See Part LV, Nos. 169 and 170.

within the British sphere, and reassumed the same in 1896. The correspondence marked in the margin,* of which copies are sent herewith, contain details of these proceedings.

Briefly stated, the German Government were ready in 1892 to waive their Consular jurisdiction if non-Consular British Tribunals were established analogous to those existing in German East Africa, and withdrew this waiver in 1896 because they held that the condition attached to it had not been fulfilled.

Since that time, however, "The East Africa Order in Council, 1897," of which copy is inclosed,† has been passed, and the Tribunals established under it have lost all Consular attributes, and are purely judicial.

Her Majesty's Government feel, therefore, that they are justified in bringing the facts to the notice of the German Government, and, in so doing, they do not doubt that the latter will admit the competence of the reconstituted Courts to administer justice to German nationals, and will withdraw their present claim to exercise jurisdiction over such persons.

I have, therefore, to request your Excellency to bring the matter before the German Government, and to express the hope that the requisite instructions will be sent to the German authorities in East Africa.

I am, &c.
(Signed) SALISBURY.

No. 104.

Foreign Office to Treasury.

Foreign Office, January 30, 1899.

Sir,

WITH reference to your letter of the 15th ultimo, stating that the Lords Commissioner of Her Majesty's Treasury would await the receipt of a full Report of the Judgment of the Court of Appeal at Zanzibar in the case of Charlesworth and Co. *v.* Her Majesty's Secretary of State for Foreign Affairs, before deciding whether, in so far as the matter specially concerned Her Majesty's Treasury, a further appeal should be brought, I am directed by the Marquess of Salisbury to transmit to you a despatch from Her Majesty's Commissioner and Consul-General in the East Africa Protectorate,† inclosing a copy of the Judgment in question.

Entirely apart from the very largely increased amount of compensation which has been awarded by the Judgment of the Zanzibar Court, Lord Salisbury is of opinion that, having regard to the doctrines which have been laid down by that Court with reference to the tenure of land in the East Africa Protectorate, an appeal to the highest Tribunal is desirable with a view of finally settling the law on this latter point. His Lordship, therefore, considers that the case should be carried before the Judicial Committee of the Privy Council, and, should their Lordships concur, he would be glad if they would take the necessary steps for prosecuting such appeal on behalf of the Secretary of State as representing Her Majesty's Government.

The Judgment raises the important question of the application of the *lex loci rei sitæ* to real property in the Zanzibar dominions owned by British subjects or by others entitled to claim the benefits of the Treaty of 1886 (copy of which is inclosed)‡ between Great Britain and Zanzibar. This question was dealt with at some length in a reference to the Law Officers of the Crown on the case of a Lamu Arab, named Salim-bin-Abdurrahman, which arose in the early part of last year. A copy of that reference and of the Law Officers' Report thereon is inclosed.§ It will be seen that the Law Officers expressed the opinion that in respect of questions which relate to the character of land in the Zanzibar dominions owned by British subjects, and of the easements which such land enjoys or to which it is subject, &c., the law of Zanzibar must prevail; and that as regards the mode of transfer *inter vivos* between foreign subjects of the same nationality the foreign law will prevail, if their Government has so provided.

It does not, however, appear that the various Orders of the Queen in Council, providing for the exercise of Her Majesty's extra-territorial jurisdiction in the Zanzibar

* Mr. A. Hardinge, No. 203, June 20; Mr. A. Gray, September 4; and Mr. A. Hardinge, September 1 1896.

† No. 44.

‡ Treaty of 1886 between Great Britain and Zanzibar (872, Treaty).

§ To Law Officers, March 5, 1898.

dominions, contemplates the application of English, or of any other variety of British, law to real property in those dominions.

Should their Lordships wish to consult any of the documents mentioned in reference to the Law Officers, copies will, on an intimation to that effect, be at once supplied to you.

It is requested that the inclosed despatch may be returned with your reply in order that it may be printed. Printed copies will subsequently be furnished to your Department.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 105.

Treasury to Foreign Office.—(*Received January* 31.)

Sir,

Treasury Chambers, January 30, 1899.

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 11th instant respecting the payment of outfit allowances to military officers taking service in the African Protectorates, from which my Lords are glad to infer that the Marquess of Salisbury is, on the whole, disposed to discontinue these allowances, even though in the case of some Protectorates it might become necessary to make a slight addition to salary by way of compensation.

In the opinion of their Lordships, an outfit allowance may be reasonably withheld, under the following conditions:—

1. When the engagement is for a period of years.
2. When an advance of salary is made for requisite purchases at starting.
3. When a tent and travelling kit are provided by the Protectorate Government.
4. When the salary is of reasonable amount.

As regards the fourth condition, my Lords observe that the minimum pay of a Lieutenant in any African Protectorate under their financial control is 400*l.* per annum. This seems not illiberal pay for an officer whose pay and allowances at home would range from 168*l.* to 186*l.* per annum.

In the case of East Africa, the Protectorate immediately in question, Lieutenants get 400*l.* and Captains 500*l.* My Lords hope that the Secretary of State will be able to arrange with the officers now about to proceed to Mombasa to dispense with outfit allowances.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 106.

Treasury to Foreign Office.—(*Received January* 31.)

Sir,

Treasury Chambers, January 30, 1899.

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 14th instant relative to the principle which should be adopted in fixing the pay of Indian regiments or contingents working side by side with the regular forces of Her Majesty's Protectorates in Africa in special emergencies.

My Lords understand the regiments or contingents referred to to be regiments or contingents borrowed from the regular forces in India for service in Africa, as distinct from a contingent specially enlisted in India for African service, and they direct me to express their concurrence in the suggestion of the Marquess of Salisbury that the Indian troops employed in such cases should receive only the pay and allowances to which they would be entitled under Indian Rules, any exceptional claims for further allowances in special circumstances being made the subject of separate consideration if they arise.

As the Secretary of State will have gathered, the object which my Lords have in view is to prevent the inconvenience involved by the separate consideration of the successive applications for extra pay which are now made from time to time, based

sometimes upon comparison with the rates of pay drawn by the local forces, and sometimes upon the analogy of Indian Rules.

Their Lordships will await the statement, which it is proposed to obtain from the India Office, of the amounts which would be payable under Indian Rules to the Indian officers and men now on special service in East Africa.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 107.

War Office to Foreign Office.—(*Received January* 31.)

Sir, *War Office, January* 30, 1899.

I AM directed by the Secretary of State for War to acknowledge the receipt of your letter of the 24th instant, and to acquaint you, in reply, for the information of the Secretary of State for Foreign Affairs, that the Marquess of Lansdowne has approved of the appointment of the officers named in the margin* to the East Africa Rifles.

These officers have been certified to be medically fit for such service.

They will be seconded in their regiments, and will draw no pay from army funds from date of embarkation.

A further communication will be made to you with reference to the filling of the other appointments to this force.

I am to add that seven Captains in all are now being appointed, in order to provide a vacancy for Captain Souter, Royal Highlanders, who was originally appointed with a view to command the Camel Corps.

I am, &c.
(Signed) R. H. KNOX.

No. 108.

Treasury to Foreign Office.—(*Received January* 31.)

Sir, *Treasury Chambers, January* 31, 1899.

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 17th instant, in which the Marquess of Salisbury proposes that the grant-in-aid of Uganda, 1899–1900, should amount to no less than 250,000*l.*

My Lords understand that the amount of this grant is based on the assumption that the requirements of the current year will be fully covered by a supplementary grant of not far from 200,000*l.*, in addition to the original grant of 142,000*l.* If so, I am to suggest that next year's grant might be reduced by the following sums :—

	£
For steam launches (superseded by provision in Supplementary Estimate) ..	8,000
For transport, being difference between 50,000*l.* provided by the Foreign Office and the 46,000*l.* given in the telegram inclosed in your letter of 23rd instant	4,000
Total	12,000

These reductions would make the total of the grant-in-aid next year 238,000*l.*

But my Lords are unwilling to rest satisfied with such a reduction, and they would appeal to the Secretary of State to consider whether the condition of the Uganda Protectorate is not yet sufficiently improved to justify a hope that a very much less grant than even 238,000*l.* may suffice for 1899–1900, and whether, in view

* As Captains—Captain A. I. S. Godfrey, West Riding Regiment; Captain H. P. Versturme, Royal Scots; Captain A. G. G. Sharp, Leinster Regiment; Captain H. W. Rattigan, King's Own Scottish Borderers; Lieutenant (local Captain) C. W. Justice, York and Lancaster Regiment.* As Lieutenants—Lieutenant L. G. Stayner, West Riding Regiment; Lieutenant P. B. Osborn, Oxford Light Infantry;† Lieutenant J. H. Bailey, Shropshire Light Infantry; Lieutenant H. W. R. Millais, Hampshire Regiment.

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* Was appointed in 1897; informed of promotion to local Captaincy December 30, 1898 (to Sir A. Hardinge, No. 362).
† Already appointed, December 19, 1898.

of the great cost of the maintenance of forces so far from the coast, it may not be practicable to discontinue the dispatch of expeditions into the interior.

The absence of all accounts since 1895–96 makes any estimate exceedingly difficult, and my Lords hope that the Secretary of State is pressing the Protectorate authorities for whatever information they may be able to send. When, however, anything like certainty as to the financial future is unattainable, but the prospects of peace are brighter than they have been at any time during the last twelve months, it seems to my Lords justifiable to take a moderately sanguine view of the diminution of extraordinary expenditure and the increase of local revenue, and to ask Parliament for, say, 150,000*l.* at the outset, with an intimation that a further grant may have to be sought at a later period of the year should present expectations prove to be too favourable.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 109.

Foreign Office to the Attorney-General.

My dear Webster, *Foreign Office, January* 31, 1899.

THE position in which the question of recapturing slaves on the mainland of East Africa in the Seyyidiyeh is left by the opinion signed by the Law Officers on the 29th November is very difficult.

In the second paragraph, marked in red in the print herewith, you appear to think it possible to frame some rules by which the British Administrators may be relieved of the odium of giving active assistance for the recovery of slaves, without any breach of faith on our part towards the Sultan of Zanzibar.

The question has been carefully considered by Lord Salisbury and Balfour, and I am directed to ask you, privately, whether you will kindly consider, with the Solicitor-General, by what means the non-surrender of slaves may be made consistent with the promise to preserve the Law of Islam.

It is considered better to ask this privately, so as to give the opportunity of sending instructions to Hardinge as to practice, rather than to base ourselves on a strict interpretation of law which may not concur with policy.

Yours, &c.
(Signed) ST. JOHN BRODRICK.

P.S.—As early an answer as you can conveniently give will be much esteemed.
ST. J. B.

No. 110.

Foreign Office to Treasury.

Sir, *Foreign Office, January* 31, 1899.

WITH reference to the concluding paragraph of your letter of the 18th instant, I am directed by the Marquess of Salisbury to inquire in what proportions the Lords Commissioners of Her Majesty's Treasury would wish that the cost of the observation camp on Manda Island should be debited respectively to East Africa and Uganda Railway funds.

A copy of your letter above alluded to has been sent to Her Majesty's Agent and Consul-General for Zanzibar.

I am, &c.
(Signed) T. H. SANDERSON.

No. 111.

Mr. A. Gray to Foreign Office.—(*Received February* 1.)

Sir, 2, *Paper Buildings, Temple, January* 31, 1899.

IN reply to Mr. Bertie's letter of the 17th December last with respect to the proposal to establish road dues on the Uganda road, I have the honour to state that there appear to me to be some difficulties in the way of making Regulations for East Africa on the same lines as those adopted in British Central Africa. In that case the dues were to be levied on importation, the presumption being that all goods imported were intended to be carried by road and river to the interior. In the case of East Africa a considerable amount of the imported goods are probably destined for Mombasa only.

It will be observed that Sir Arthur Hardinge does not propose to levy the dues on caravans until they pass beyond the Seyyidieh Province.

It is obvious that when the railway reaches the Uganda boundary the road dues will at once become insignificant. On the other hand, it seems hazardous to impose road dues in respect of minor roads until it is fully known whether the Protectorate Government have constructed or improved any such roads, and whether it would be practicable to collect the dues at conveniently situated stations on the roads.

Under these circumstances, I submit that it is advisable that the Secretary of State should approve the Regulations for East Africa, subject to the amendments which appear in the copy herewith.

With respect to Uganda, I have drawn a separate set of Regulations, as suggested by Mr. Bertie, but confined to the main road from the East Africa boundary. It may be that some terminus in Uganda ought to be mentioned, but I am not sufficiently acquainted with the circumstances of the Protectorate to suggest such limitation.

I have, &c.
(Signed) A. GRAY.

Inclosure in No. 111.

Regulations.

THE following Regulations made by Her Majesty's Commissioner and Consul-General, with the approval of the Secretary of State, are published for general information.

(Signed) .

(*Place.*)

(*Date.*)

UGANDA PROTECTORATE.

Queen's Regulations under Article 99 *of "The Africa Order in Council,* 1889."

Road Dues.

1. The following road dues shall be charged on all loads passing over the main road between the boundary of the Uganda and East Africa Protectorates at the Upper Kedong River and any place in the Uganda Protectorate or from any such place to the said boundary :—

	Rs.	a.
On all carts, to be reckoned by their carrying capacity, at per load	0	4
On donkeys, each	0	8
On oxen (not in carts)	0	8
On camels, each	2	0
On mules (not in carts) each	0	8

All carts returning empty or transport animals returning unladen will be free of dues for the return journey.

2. Every person in charge of a caravan must declare to the nearest Protectorate officer the number of transport animals or carts accompanying it.

3. A receipt for the dues will be given, which receipt must be produced when demanded by any Protectorate officer who is authorized to demand the production of such receipt, and such officer may, if he thinks fit, examine the caravan for the purpose of satisfying himself that the number and description of carts, loads, and animals correspond with the receipt.

4. If in respect of any caravan or any cart or animal the dues hereby authorized are not paid or are not fully paid or if any declaration required by these Regulations is falsely made, the person in charge of the caravan or making the declaration shall be guility of an offence and liable to the imprisonment prescribed by "The Africa Order in Council, 1889," for offences against that Order.

5. These Regulations may be cited as "The Uganda Road Dues Regulations, 1899," and shall come into force on the day of , 1899.

No. 112.

Extracts from Diary of 27th Regiment of Bombay Light Infantry.—(*Communicated by Major Altham, February* 1, 1899.)

LIEUTENANT HANNYNGTON left Kitabu with thirty men for Kamanina the next morning (10th October, 1898). He had gone about 2 miles when he received a note from Subadar Alahdad Khan reporting his arrival at Kamanina and occupation of the stockade, which had been burnt, and that he had seen no enemy, and was patrolling. He halted to read this letter, and the advance guard got about 150 yards in advance of the column. Five minutes after resuming the march a rifle was discharged, which was the signal for about 70 Nubians and a larger number of rebels to charge down to within 60 yards of the column, firing heavily. He opened fire, and started off himself to recall the advance guard, but found they were completely surrounded by the enemy. Having no weapon, he returned to the main body, which he found split into two parties by the jungle; he found four men dead and three firing, whom he joined, and commenced himself to fire; two of these men were shot down almost at once. He then plunged into the jungle to look after the rear guard; finding only corpses, he returned, to find one man firing, who was almost at once shot, and Lieutenant Hannyngton received a bullet through the right upper arm and another shattered his left hand. Being helpless, he plunged into the jungle, and, finding a Waganda man, he took him to Upodia, where he arrived about 3 P.M. He lay down under a tree about 500 yards from the stockade, being too weak to proceed further, and sent for aid to Lieutenant W. O. Grant, 27th Bombay Light Infantry, at Kisalizì. Some natives took him on a stretcher to Kisalizi. The rear guard fought their way to Kitabu, where they arrived that night. Lieutenant Hannyngton sent orders for them to return to Kisalizi, where 17 men and 2 followers arrived, of these 8 were wounded. They report that over 100 of the enemy were killed and wounded, of whom 20 to 30 were mutineers.

To return to the party under Subadar Alahdad Khan, he reports that on the 10th he patrolled in direction of the Nile, and was attacked by the rebels and a few mutineers; he defeated the enemy with a loss to them of from forty to fifty seen to fall. Having no rations and hearing firing in the direction of Kisalizi, he returned to Kitabu, avoiding the stockade by a detour, as he heard it was occupied by Nubians, and reached Kisalizi on the morning of the 11th at 10·30 A.M. Kisalizi is now held by some eighty-five Baluchis.

The whole of our casualties were: killed, Jemadar Muhammad Shah and thirteen men; wounded, Lieutenant Hannyngton severely, Naik Sultan Muhammad severely, and seven men.

The rebels have taken 14 rifles, 1,500 rounds ammunition, and all the baggage, including kits, tents, &c., as on the first shot being fired the porters threw away their loads and ran away into the jungle.

Thursday, October 13, 1898.—Lieutenant Wake reports that on his ordering his half-company to be held in readiness the Swahilis declined to obey his orders, and showed signs of mutinying; twenty-four were at once confined in the Baluch quarter guard. I interviewed these men, who stated that they did not wish to go to Unyoro. A Court of Inquiry assembled, and I have ordered the three ringleaders to be tried immediately by a field general court martial.

Following are computed numbers of mutineers and rebels who crossed the Nile on or about the 10th October, 1898:—

Soudanese mutineers, about 260, including Bilal Amin Effendi, Rehan Effendi, Jardine Effendi, Jannan Effendi, and Alikani Effendi.

Waganda guns (rebels), 542.

No. 113.

India Office to Foreign Office.—(*Received February* 2.)

India Office, January 31, 1899.

Sir,

IN continuation of the letters from this Office quoted in the margin,* I am directed to forward herewith, for the information of the Marquess of Salisbury, and for any observations which his Lordship may wish to offer, a copy of a despatch from the Government of India regarding the demands on India for native soldiers for employment in Africa and elsewhere.

I am to request that the particular attention of the Marquess of Salisbury may be drawn to the opinion expressed in paragraph 13 of the despatch, that the Government of India will not be able in future to supply Sikhs except in very small numbers, and then only from classes other than Jâts and Mazhabis; that any extension of the supply of Punjabi Mahommedans will require careful consideration; and that other classes such as Jâts, Hindustanis, &c., can still be drawn upon for the corps named in Statement (A).

The views of the Government of India have the entire concurrence and support of the Secretary of State for India in Council.

I have, &c.
(Signed) ONSLOW.

Inclosure 1 in No. 113.

The Government of India to Lord G. Hamilton.

Simla, October 27, 1898.

My Lord,

IN our telegram of the 24th December, 1897, we informed you of the objections advanced by his Excellency the Commander-in-chief to supplying detachments of Sikhs or Punjabi Mahommedans for service in Africa. We also referred to the objections we had previously raised in the despatches marginally noted†; and we ended by stating that we were anxious to meet the wishes of Her Majesty's Government, and, if the matter was one of paramount Imperial importance, would waive our objections on that occasion; but trusted that no arrangements should be made binding us for the future pending the receipt of a despatch on the whole subject. With reference to that telegram, we have now the honour to address you, having in the meanwhile obtained from the several Colonial Governments the statistics we required for a proper consideration of the case.

2. It will be convenient to here recapitulate the various occasions within the past few years on which the Government of India have been asked for native troops or police for service in the several African Protectorates.

In 1891, Captain C. M. Maguire was permitted to take fifty Mazhabi Sikhs from the Bengal pioneer regiments, and twenty Sowars from the Hyderabad Contingent of Cavalry, to

* Dated November 24, 1893, and March 25, 1896.
† Dated October 25, 1893, and February 5, 1896.

serve as police and to form an escort for the Commissioner of the British Central African Administration.

Later in the same year Lord Cross inquired if a detachment of 100 native troops (Sikhs or Mahommedans) could be spared to act as escort to Captain Macdonald and his survey party on the proposed railway from Mombasa to Lake Victoria Nyanza. In reply, we expressed our dislike to the idea of supplying troops to the British East Africa Company, and objected to send the escort unless it was considered absolutely necessary for Imperial reasons.

Again, in December 1892, we sanctioned the dispatch to British Central Africa of an additional force of 100 Sikhs for service with the Indian force already there. No formal objection was raised on this occasion, but the question was discussed, and the conclusion was arrived at by us that should such applications be repeated, we would be compelled to represent the difficulty experienced in providing for our own requirements, and to say that it would be impossible for us to meet those of the Colonies without serious inconvenience to ourselves.

3. In August 1893, another detachment of 100 Sikhs was asked for and lent for employment under the British Central Africa Protectorate. But Her Majesty's Government was informed that for some years past difficulty had been experienced by us in obtaining a sufficient number of good Sikh recruits for the native army, and that, in consequence, the question of reducing the number of Sikhs serving in the Burmah local battalions was being considered. We stated that, under these circumstances, we would be unable to send any more Sikhs to Central Africa, and suggested that Her Majesty's Commissioner in British Central Africa should be so informed.

Nevertheless, in the beginning of 1895, in consideration of the Imperial interests involved, we agreed to certain proposals for the relief of the Sikh contingent of 200 men then serving in British Central Africa; and again, in October 1895, consented to 300 Punjabi Mahommedans from the native army being sent to Mombasa for employment under the British East Africa Protectorate. In December 1895 we also agreed to lend the services of eight trained military surveyors for employment under the Uganda Railway Committee.

4. Although on all these occasions the men demanded were supplied, it was represented to Her Majesty's Government in our military despatch dated the 5th February, 1896, that these continued demands for native troops were prejudicial to the efficiency of the native army in India, and that the repeated offers of liberal terms for service abroad made to our Indian soldiers could not fail to excite in their minds invidious comparisons between those terms and the rates of pay which the Government of India were able to offer. It was therefore suggested that endeavour should be made to raise indigenous troops to take the place of the detachments sent from India, and thus relieve the Government of India from this drain on the best classes of native soldiers.

5. In reply to this despatch, your Lordship forwarded with paragraph 5 of military despatch dated the 14th May, 1896, a copy of correspondence with the Foreign Office, in which it was stated that efforts would be made gradually to organize local forces in the African Protectorates, and thus obviate the necessity for applying to India for assistance. A few months later, viz., in October 1896 your Lordship forwarded, under cover of paragraph 7 of military despatch dated the 1st October, 1896, a Report by the Acting Commissioner for the British Central Africa Protectorate regarding the prospective reduction of the Indian force serving there. The Commissioner stated that, on the expiration of the term of service of the Sikhs who were then serving in the Protectorate, it was not proposed to ask for a larger number than 150 men, and that it would be very inadvisable to attempt to do without any Indian forces at all, as they form a nucleus without which it would be difficult to train and discipline a useful native force; and that the number of Indian troops required could be considerably reduced at the expiration of each term.

6. In May 1897 your Lordship telegraphed that the Foreign Office required the services of two British officers, one native officer, thirty Sikh soldiers, and certain bullock transport for service in East Africa under Major Macdonald, and desired us to give all possible assistance. This request was complied with. More recently we have accorded sanction to a proposal made by Her Majesty's Commissioner and Consul-General, British Central Africa, for raising a force of 175 Sikh soldiers, volunteers from the Indian army, to take the place of the 200 men lent to the British Central Africa Administration in 1895, who will return to India on completion of their three years' term of service in Central Africa.

7. In your Lordship's telegram dated the 9th December, 1897, we were informed that

the Foreign Office proposed to form a force of 400 native Indian trcops for service in Uganda on the same terms as those supplied to the British East Africa Protectorate in 1895, and we were asked whether the Government of India would give assistance by supplying the officers and men required.

In reply we sent to your Lordship the telegram of the 24th December, 1897, to which we have referred in the opening paragraph of this despatch. On the 11th January following we were informed in reply that the Foreign Office considered it a matter of urgent Imperial necessity for Indian forces to be raised for Uganda with the least possible delay, and we were asked to report what arrangements could be made and to act accordingly. In compliance with these instructions we informed your Lordship, in our telegram dated the 29th January, 1898, that arrangements had been made for raising the force, which was dispatched to Uganda in May last.

8. In addition to the above a detachment of Native Sappers for the Niger Company has also been lately supplied. At the present moment we are engaged in raising a force of 200 Punjabi Mahommedans to replace the 300 men lent to the British East Africa Protectorate in 1895, as well as a detachment of two British officers and forty Sikhs to form the nucleus of a police force in the territories of the British South Africa Company, north of the Zambezi. While apart from these several detachments a battalion and a-half of native infantry have been lent temporarily for service in Uganda and East Africa, and another battalion has been furnished for Mauritius.

9. We have described above in detail the various corps and detachments we have provided to meet Imperial requirements in connection with Africa. It will now be necessary to show, first, the demands upon our recruiting resources from all quarters, secondly, how far these resources are capable of meeting the present or future demands.

The total number of Sikhs in military employ are :—

Indian Army	25,650
Indian Army Reserve	3,166
Lent to Africa	436
Burmah Military Police	3,978
Colonial Corps	2,118
Imperial Service Troops	4,250
Total	39,598

It is, however, doubtful if the 2,118 returned as "Sikhs" in Colonial Corps are all really of this community. The above total is distributed approximately as under, among the various classes :—

Jâts	28,146
Mazhabis	2,452
Others	9,000
Total	39,598

Our annual requirements in Sikh recruits excluding the demands on account of Africa are estimated at 2,500, while the number reaching the age for enlistment are estimated at about 21,200.

10. Taking the Census of 1891 and adding 16 per cent. thereto on account of normal increase, the number of Sikhs between 16 to 40 years may be calculated at :—

Jâts	287,500
Mazhabis	23,700
Others	171,300
Total	482,500

It will be seen, therefore, that the proportion of the Sikh male population of suitable age already serving is :—

Jâts	One in ten.
Mazhabis	" "
Others	One in nineteen.

As regards the "other" Sikhs probably a considerable proportion belong to classes not likely to furnish soldiers, so that the number available under this head is not so great as stated.

The general conclusion we arrive at is that we have almost reached the limit as regards Jât and Mazhabi Sikhs, but that a small additional supply of Sikhs of other classes might perhaps be afforded.

11. With respect to Punjabi Mahommedans the male Mahommedan population of the Punjab at the Census of 1891 was 6,901,754. Deducting Pathans and also menial and trading classes, the males of all ages of the fighting classes of Punjabi Mahommedans may be taken as 2,800,000, of whom 920,000 are of military age, that is, between 16 and 40 both inclusive, while about 40,000 reach the age for enlistment annually. The total numbers in military service are approximately 21,000, or about 2 per cent. of the eligible age.

It would thus appear that there is no dearth of men of this class, but it is doubtful what proportion of the above belong to classes that ordinarily enlist. The general conclusion is that a larger number of Punjabi Mahommedans might probably be supplied.

12. The total demands on India are given in Statements A and B annexed to this despatch, and may be summarised as follows :—

	Sikhs.	Punjabi Mahommedans.	Other Classes.	Total.
(A.) Colonies and for Hong Kong Regiment, Asiatic Artillery and Police .	2,118*	1,046	893	4,057
(B.) Africa	436	502	1	939
Total	2,554	1,548	894	4,996

There may be other Colonies which enlist natives of India without our knowledge for their police, but the numbers thus enlisted must be very few.

13. We consider, therefore, that we should not be called upon to supply Sikhs except in very small numbers, and then only from classes other than Jâts or Mazhabis; that Punjabi Mahommedans can for the present be furnished, but that before committing ourselves to any increase in numbers it would be necessary to carefully consider the possibility of larger demands in India, and also the chances of extending recruitment among the classes of the population concerned; and that other classes, such as Jâts, Hindustanis, &c., might continue to be drawn upon for the corps named in Statement A.

14. We desire to assure your Lordship that we are fully alive to the importance of Imperial interests, and are prepared to afford such assistance as we can give without injury to the Indian army or its recruiting resources; but we think that it is a question for further consideration whether the best interests both of India and of other Imperial possessions would not be secured by supplying the requirements of these various corps and police solely through the Indian army. Such a system would have the following advantages:—

(*a.*) It would ensure for these corps a supply of trained soldiers disciplined under Indian methods.

(*b.*) It would prevent unfair competition with Indian recruiting, and would establish a more complete control.

(*c.*) It would tend to enhance the popularity of the Indian army by giving highly paid openings to well-conducted men of adventurous spirit.

This is the system which has been adopted with success to meet African requirements, and has much to recommend it.

15. While it is obvious that it would not be possible to lend native regiments for service of this nature, except as a very temporary measure, it is for consideration whether it might not be advisable to lend regiments or detachments of the native army for over-sea service, instead of raising special corps, but in that case it would be necessary to add a proportionate number of regiments to the Indian army. At the present time one and a-half battalions of the Indian army are serving in Africa, and one battalion in the Mauritius. We do not, however, propose to discuss this aspect of the case at present, but

* Doubtful if all are Sikhs.

merely indicate it for your Lordship's consideration if any extension of the practice of calling on India for military assistance should be under contemplation.

We have, &c.

(Signed) ELGIN.
C. E. NAIRNE.
J. WESTLAND.
M. D. CHALMERS.
EDWIN H. H. COLLEN.
A. C. TREVOR.
C. M. RIVAZ.

Inclosure 2 in No. 113.

(A.)—STATEMENT showing the Strength, Class, Composition, &c., of the several Colonial Corps at present serving in the Colonies, and which are recruited for from among the Natives of India.

Name and Corps.	Strength of Corps.	Number of Sikhs in the Corps.	Number of Punjabi Mahommedans in the Corps.	Number of other classes in the Corps, such as Jâts, Hindus, Hindustani Mahommedans, &c.	Number annually recruited.	Average Number of Sikhs and Punjabi Mahommedans who took their discharge from the Indian Army annually, after three years' service, during the last five years.		Total Male Sikh Population according to the last Census.	Total Male Punjabi Mahommedan Population according to the last Census.	Remarks.
						Sikhs.	Punjabi Mahommedans.			
Hong Kong Regiment	1,004	19	615	370	82	524	211	783,682*	5,393,533†	* Of these 383,218 are between the ages of 1 and 19 years. 71,367 „ „ 20 „ 24 „ 69,822 „ „ 25 „ 29 „ 50,696 „ „ 30 „ 34 „ 47,338 „ „ 35 „ 39 „ 161,241 „ „ 40 and over 60 years.
Hong Kong Artillery	446	223	223	..	21					
Ceylon „	214	..	..	214	15					
Mauritius „	200	..	..	200	26					
Singapore „	121	..	121	..	4					
Hong Kong Police	219	132	87	..	30					
Straits Settlements Police ..	308	308	..	..	15					
Protected States „ ..	1,280	1,280	..	..	100					† Of these 3,020,194 are between the ages of 1 and 19 years. 501,945 „ „ 20 „ 24 „ 535,473 „ „ 25 „ 29 „ 365,828 „ „ 30 „ 34 „ 366,511 „ „ 35 „ 39 „ 603,582 „ „ 40 and over 60 years.
North Borneo „ ..	265	156	..	109	Not known					
Mauritius „ ..	252	These particulars have not been furnished by the Mauritius Government.			30					
Total	4,309	2,118	1,046	893	323	524	211	783,682	5,393,533	

Inclosure 3 in No. 113.

(B.)—STATEMENT showing the Strength and Class Composition of the Forces lent from India to the African Protectorates, and at present serving there.

Name of the Administration employing the Force.	Number of Sikhs in the Force.	Number of Punjabi Mahommedans in the Force.	Number of other Classes in the Force.	Total.	Remarks.
British Central Africa Protectorate	200	..	..	200	These are all volunteers from the native army.
British East Africa Protectorate	31	300	..	331	
Uganda Protectorate	205	202	1	408	
Total	436	502	1	939	

No. 114.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 3.)

My Lord,

Zanzibar, January 2, 1899.

I HAVE the honour to transmit herewith, with reference to previous correspondence, a copy of a despatch from Her Majesty's Sub-Commissioner in Jubaland, reporting on a journey made by him last month through the Ogaden Somali country to Afmadu, and on the present state of our relations with the Ogadens.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 114.

Vice-Consul Jenner to Sir A. Hardinge.

(No. 105.)

Sir,

Kismayu, December 18, 1898.

I HAVE the honour to inform you that I returned yesterday to Kismayu from a visit to the Ogaden country.

I left Kismayu on the 22nd ultimo for Yonte, where I met Captain Watson, Commanding the Indian Contingent, who had arranged to go with me. We took with us thirty men of his contingent, thirty Beluchis, and forty-five Blacks. Captain Tanner and Dr. Radford also accompanied us.

We camped on the 25th ultimo at the Heleshid Headland, to the north-west of Sanga Loka camp, and on the 26th at Kurkurmez Point. The water in the lake barely extends now east and west of those two places, and the rest of the lake bed is a grassy plain. We found traces of rain on the road, and grass was sprouting sufficiently to give the country a pleasant green appearance—nearer the coast it was parched and dry. Herti flocks were seen at intervals, which had lately left the neighbourhood of Kismayu in search of pasture.

We also saw on the shores of the lake several large encampments of Wagosha, who have become emboldened by the punishment recently inflicted on the Somalis to come there to catch the fish on which they now depend entirely for subsistence on account of the failure of the last two seasons' rains. They were drying it in strips in order to take it home with them. They said that the rise of the river and the rain which has fallen up-country will insure their having a good crop in a month or two, and expressed their delight at having been thus enabled to tide over the evil time in the interval, contrasting their present security with the state of things which exists on the Italian side, where, as they complain, several cases of murder and enslavement by Somalis have occurred lately.

Our men noticed the absence of the numerous crocodiles which on our last visit were swarming on the edge of the water, and attributed it of course to the charms of the Wagosha wizards.

The next day we marched through the bush of Handarap, Soya, and Shora, a distance of 15 miles to Jina Gababa, a place to the north-west of Soya. Here there was some water in rain pools, and after a good rainy season water would be found at this place and at Beled Syuba, which is about a mile away to the south-west, for many months. There are several wells, some 20 feet deep or more, at the latter place which I visited and found uninhabited, but they are only filled with water when the country round is flooded with rain—they lie in a hollow—and they have been dry for once a year. A few Somalis, mostly Hertis, were living at Jina Gababa.

We halted here for two days to get news of water, as I wished to take this opportunity of visiting Korome and Tamsawama, which lie on the direct road from Kiomayh to Dirib, and which were the districts inhabited by the hostile Ogadens last May and June. We then made two marches in a north-westerly direction of $14\frac{1}{2}$ and 12 miles, which brought us through Korome and Tamsawama to Jigis.

Here some recent rain had formed pools of water. Korome is an open plain 7 miles across, wnere the Dirib road cuts it. The grass on it was over a foot high, but there was no water at this time, and in consequence no Somalis or cattle, its inhabitants in their absence being giraffe, zebra, oryx, and hartebeest. At Tamsowama the Wama district ends and that of Dirib begins; here there were big thorn-trees and open bush, broken with glades of grass; like Korome it was quite dry. At Jigis the bush became

denser and more luxuriant, and the road was flooded with rain. It ran now north-west by west for 15 miles to Beledsaghogania, which we reached on the 4th instant.

Here we found deep rain wells like those at Beledsyuba. They were full of water. We were now in the heart of the Dirib country, which stretches west some days' journey. The principal places in it, besides this one, are said to be Beledsaabole, Beledsaaoh, Da Tabtu, and Kalorle. At the last two named places big lakes are formed in the rainy season, and Kalorle is said to be ten hours' march from here and three days from Biskaya, which is apparently another big district like Wama, Dirib, and Boji.

We now turned north-east, and after 15 miles left Dirib at a place called Haya, and entered the Boji district. Throughout Dirib we met very few Ogadens, although the close-eaten sward of the green glades, and the absence of many game tracks, showed that the cattle had been there in great numbers until the want of the rain, which fell just before our arrival, drove them away. From time to time small parties of them, however, turned up in our camp, sometimes to procure a letter to Mr. Martin at Yonte, authorizing him to exchange the milch cows taken from them last month for bullocks, which they were now collecting, regardless of the division, arranged by themselves, of the fine among the different sub-tribes; sometimes to look for a suitable place to graze their herds in, now that water was once more plentiful; on other occasions to pay their respects to me, which the prospect of being invited to stay to lunch or dinner by Dualla no doubt made a pleasure as well as a duty. They were friendly, and even cordial, in their greetings. Those whom we met on the road to and at Afmadu chiefly belonged to the Abd-wak tribe.

After entering Boji district we marched another 20 miles (still north-east) to Afmadu. The country was at first fairly open, but for the last few miles the road (except where clearings for shambas had been made in times past) ran through dry wait-a-bit thorns. Lake Dera, the great watercourse which runs from Lake Lorian to Lake Kumbi, whence the water—when it comes—flows by two connecting arms into Lake Hardinge, is joined at Afmadu, I find, by another watercourse coming from Boran, called Lake Jira. I was rather disappointed at seeing, for the first time, the Afmadu Wells. They are picturesque, and most inconvenient for watering cattle, but the inconvenience arises more from their irregular shape than from the depth, which in no case appeared much to exceed 40 feet. They are not narrow, straight shafts, but are generally wide-mouthed hollows, overgrown with green shrubs, formed in the sloping side of the watercourse. They reminded me of disused chalk quarries in a green copse. The water at the bottom was 2 feet deep as a rule. It requires in some cases the services of six or seven men to draw it to the surface, but the different stages are not more than 7 feet above each other, and often less. In one of the deepest and most curious—belonging to the Abd-wak tribe—the water is in a shallow tank, or natural pool, in a cave, about 10 yards from the mouth. Above this tank there is a round hole in the roof of the cave, through which the water is drawn by the help of three men, two of whom stand on a ladder below the hole, and thrown into a trench about 12 feet deep for half its length and 6 feet deep for the other half. A fourth man would be required to transfer the water to the shallow end, and a fifth to take the water from the extreme end of the trench and put it in the drinking-trough for the cattle. The women, who fill their vessels for home needs, use the cave entrance.

It would be, I should say, impracticable (if desirable) to destroy permanently these wells, and what I have seen on this tour and during the recent expedition, leads me to think that we have unduly magnified their importance to the Ogadens. There are other places—such as Yak-a Dinta, Beledsyuba, Subo—between Afmadu and Mabungu Kizungu (visited by me last year) and Fangal, where also there are lake wells, besides all Dirib, which is evidently favoured by rain, and Geyle, on the River Juba, all of which, after a good rainy season, could probably water many more cattle than Afmadu could, and provide better grazing than is to be found in the bush which surrounds Afmadu. At Afmadu, however, there is always enough water for a few cows, and there are some millet shambas, consequently it is never absolutely deserted. I think the reason we heard so much of Afmadu in the past was that it was the favourite home of Maghan Yusaf, who always lived at or near it, and is buried a few miles out of it on the Fangal Road. In the time of the cattle-plague, moreover, about ten years ago, slaves were more numerous, and the millet plantations much bigger.

Fangal is 27 miles to the north-west of Afmadu, and is in the centre of the Boji district. It has wells in the bed of Lake Jira, and is, like Afmadu, independent of rain for its water supply. It was from Fangal that the last Boran raid started. Beyond Boji, which appears to be, on the whole, except near Afmadu, an open grassy country, is the district of Omaro; it extends apparently eastwards to the Juba, westward as far as to

the north of Dirib, and northwards to Boran. At Wajehr are the nearest Boran wells. It is eight or ten days' journey from Fangal (say 120 miles). It is said that the Abyssinians reached Wajehr (and retired) a month or two ago. The Sultan, Dwalla says, would have sent a party of Ogadens to find out the truth of the rumour but for the fear that they might be drawn into a fight with the Boranas. I am, therefore, going to send a party myself, headed by Ali Jibril, with the threefold object of entering into friendly relations with the Boranas living there, finding out about the Abyssinians, and seeing if there is plenty of water in Omaro. If their report is favourable, I shall afterwards take that route to Bardera. This was the course advised by Abdi Liban, whom I found living near Fangal, and who gave us a most friendly reception.

I left Fangal on the 9th instant, and returned to Afmadu. I did not visit Jammar and Khalli, which are also on the Lake Jira (and have wells), between Fangal and Afmadu, as they lie to the east of the direct road between them. There appear to be no wells on the Lake Dera above Afmadu.

From Afmadu we took the direct road to the west end of the Lake. It is 40 miles from Afmadu to Malkadataha by this road, which, however, we left near Kumbi, where Wama district begins again, and striking off in a south-easterly direction we went along the edge of Lake Kumbi, which is nearly always dry, and has its north end so heavily wooded that we could not make out its limits, or where Lake Dera ends and the lake begins. We crossed the two arms which connect the southern end of Kumbi with the big lake, and passing the charred remains of the villages of Yak-a-Dinta, which we destroyed last August, and other inhabited villages, we made our camp on the north shore of Lake Hardinge. All this Yak-a-Dinta country lying between the two lakes is undulating, well timbered, and parklike. It was the prettiest bit we saw during the whole of the journey, and had more Ogadens and cattle than any other place we visited. We then crossed the dry bed of the lake, and, going by Kurkurmez and Malkahna, struck into the Kismayu and Dirib road near Shimbirch. Kurkurmez and Kismayu by this route are 35 miles apart.

On this journey we did not, indeed, march through the whole length and breadth of the Ogaden country, but we traversed a good proportion of it, and were more than half our time in previously unexplored country. We not only met no resistance, but there were no rumours or threats of resistance as on former occasions. On the contrary, it seemed to be regarded as an ordinary occurrence; women came in freely in all the inhabited districts to sell milk, the men observed us without scowls or suspicious looks, chatted freely, and gave us correct information about water when we asked for it. Captain Tanner surveyed the country we passed through, and I will forward you a copy of his map, which I think will comprise the whole province, when I receive it. It will be a great improvement on the one we have now, which is incorrect in many details, and the information we acquired about the grazing-grounds, water, and roads put us in a very much better position than we were in this year to cope with the Ogadens if they give us any more trouble.

The country seems better suited for oxen than for the camels we used, and this has been our experience before, notably at Sangakoka camp, though when, as in the present case, the country has not been explored before, it is wiser to take camels. There is a red gadfly, whose bite, though not so fatal as that of the tsetse fly, is intensely irritating, and prevents camels from feeding and keeping in good condition, but does not seem to similarly affect cattle. The roads we travelled on would require but little cutting to make them suitable for cart traffic, and as troops cannot travel long distances without water, the want of which is the great obstacle to the use of oxen, I think we shall find it an advantage to use them in preference to camels to a certain extent on journeys along these roads in future. I do not think men mounted on camels would be useful in warfare in the country we went through, as they could not travel fast where the bush is thick. Mules would probably be better.

The Sultan did not visit my camp, and I understood that he is inclined to sulk (although he sent his salaams) at the seizure of the balance of the fine by force in November. He was also offended at the arrest of the ivory which he had taken by force from the Waboni of Kiunga. I think that it would be advisable not to send him any more letters of commendation for the present, as I am afraid they are apt to give him too great an idea of his own importance. He will probably accompany Abdi Liban to the coast this month, and I will report to you again on his demeanour.

I have, &c.

(Signed) A. C. W. JENNER

No. 115.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 8.)

My Lord, *Zanzibar, January* 4, 1899.

I HAVE the honour to transmit herewith, with reference to your Lordship's telegram No. 1 of the 2nd instant and to previous correspondence, a copy of a letter received by me yesterday from Messrs. Smith Mackenzie and Co., and of my reply thereto, on the subject of the steam-ship "Bhundara."

My various telegrams will have explained the grounds of the action which I have felt bound to take in this matter, both here and at Mombasa, but it would perhaps be advisable that I should add a few remarks on two or three points arising in connection with it.

1. *Possibility of effective Quarantine on the African Coast.*

As regards the mainland, we have at present no quarantine station whatever which could be safely used for large numbers of plague patients or of passengers landed from an infected ship. There is a small lazaret at the entrance to Mombasa Harbour on its northern shore, which has occasionally been used for small-pox patients, but it is far too close to the town, as well as to the populous hamlets clustering round the Freetown Mission, to make it possible to employ it as a regular plague station. Such a station, in the opinion of our medical authorities, should be situated on an island; and there are not many islands on the coast of the East Africa Protectorate which would be really suitable for the purpose. For a quarantine island should be uninhabited, and at the same time provided with a good water supply, and the few islands along our coast which have good water within their limits, or to which it can be easily brought from some point close by on the mainland, are inhabited by native cultivators, who would probably have to be removed (since it would be difficult to prevent their communicating with the mainland) should a quarantine station be established in their midst. The most suitable of these islands would perhaps be Dau, in Kwaihu Bay (Province of Tanaland), which I know to be very healthy, or Tula, Tovai, or Kwayama (these latter, however, I have never been close up to) in the Province of Jubaland; but before any of them could be utilized as a quarantine station, they would have to be visited by qualified experts, a site selected, barracks built, the native villagers perhaps removed to the mainland, and the necessary increase in the medical staff and police force of the Protectorate provided, with a view to the supervision of the persons quarantined, and the enforcement of the Quarantine Regulations. All this, if it were deemed expedient to undertake it, would be a work of considerable time and expense, and for this reason, in the Quarantine Regulations which I had the honour to forward to your Lordship in my despatch No. 391 of the 15th ultimo, I provided that an infected ship should receive no pratique in the Protectorate, but should proceed at once to Zanzibar, unless the Principal Medical Officer considered, in view of any special circumstances, still more stringent treatment necessary (see Regulation XIV), such, for instance, as her immediate departure without even touching Zanzibar.

As regards Zanzibar, the quarantine facilities are slightly superior to those on the mainland. The gaol on Prison Island has been left untenanted, to be used as a lazaret if absolutely necessary, and was actually so used in November last to quarantine the passengers from a German mail-steamer which had touched a Madagascar port since the outbreak of plague in that island. It might, under certain circumstances of absolute necessity, be used for the isolation of a few plague patients, or of a small number of passengers, say, 100 or so, from a steamer which had touched at an infected port, or had plague on board, though the medical officer of the Zanzibar Government thinks that even this would be unwise, and that the best course would be for the Zanzibar Government to use the discretionary power which it has reserved to itself by a special notice, attached to its Quarantine Regulations, and refuse all pratique to an infected ship. But even assuming that in the case of a mail-steamer with a few passengers the authorities were willing to strain a point, from the conviction that in such a case they could make certain of enforcing their quarantine precautions, they would certainly not be justified in doing so in that of an immigrant ship like the "Bhundara," with 1,300 coolies from plague-stricken districts of India, and among whom plague had prevailed during the voyage out on board.

The resources of Prison Island are, in the first place, inadequate to the maintenance there of so large a number of passengers, or to the proper isolation, if plague broke out among them, of the healthy from the sick. The coolies recruited for the railway are, as our experience of them has shown, a somewhat rough and turbulent class of people amongst whom crime is frequent, and who are little disposed to yield an unquestioning obedience to authority, especially when represented by the negro police, on whom we shall have to rely to prevent their breaking our local quarantine Rules. The medical staff at the disposal of the Sultan's Government is quite insufficient to cope with a possible outbreak of plague on a small coral rock like Prison Island, among over 1,000 not too manageable Indian natives. The same considerations apply to Grave Island, which is a cemetery for British sailors, and which has not even, like Prison Island, a building for the accommodation of patients; whilst both from Grave and Prison Islands the breeze blows straight, during this monsoon, upon the town. Of course, it may be possible, if it should be deemed absolutely necessary, to improve the capabilities of Prison Island as an ordinary quarantine station, and to supplement it by an establishment for plague cases on some other remoter island within the waters of Pemba or Zanzibar, but this can only be done at an expense in public works, medical officers and appliances, and additional police, which the present revenues of Zanzibar would hardly bear. It must be borne in mind that the Government, both here and at Mombasa, has no power to raise taxes for providing quarantine stations and precautions against the spread of contagion, and that the funds for this purpose must come out of a revenue resting mainly on trade and customs, and therefore liable to be seriously impaired if once the plague should get into Africa, or if, as will certainly be the case, should we admit all infected ships, we are quarantined by the neighbouring territories. The Italian Consul-General told me yesterday that if the "Bhundara" got pratique here, under any circumstances whatever, he should telegraph home to close the Italian ports to all vessels and goods from Zanzibar, and at this period of the year, when trade is active with the Benadir Coast, this might entail a serious loss to the Indian commercial community. The German Consul, I believe, spoke in the same sense to General Sir Lloyd Mathews as regards the ports of German East Africa, and I entertain little doubt that the Portuguese Government of Mozambique would follow suit. It is inconceivable to me that Messrs. Mackinnon, Mackenzie, and Co. should be so shortsighted as not to realize that the injury to their own trade with Africa, and to British commerce generally, which may result from compliance with their present request, will be infinitely greater and more permanent than any temporary loss which they may sustain from the inability of the "Bhundara" to discharge here. Their local agents are, I think, quite alive to the fact.

2. *Neglect of proper precautions as regards the Coolies on the "Bhundara."*

I would wish to point out that according to the captain of the "Bhundara" the precautions hitherto observed before the embarkation of coolies from India, *i.e.*, disinfection, and detention for a definite period in a quarantine camp, were not enforced in the present instance at Kurrachee, and that the responsibility for the existing state of things on that vessel was originally incurred in India. A batch of coolies, the last to arrive from Lahore and other places in the Punjaub, were taken straight from the railway to the ship, after having merely been medically inspected, and it was among these coolies that the plague broke out when the ship was two days away from Bombay. I cannot but greatly regret that the captain, instead of attempting to take an infected ship across the Indian Ocean, on the chance of their being no fresh cases or of her getting pratique at the other end, did not put back into Kurrachee, and ascertain by telegraph what reception he would meet with under these circumstances in East Africa. Had he done so, all this trouble would have been avoided.

Your Lordship observes in your telegram No. 154 of the 30th ultimo, that our action may cause the supply of coolies to us to be stopped for some time. If this merely refers to coolie labourers for Zanzibar—and I take this to be your Lordship's meaning, for I imagine that if Her Majesty's Government require coolies for an Imperial work, such as the Uganda Railway, they will find means of obtaining them—I can only say that so long as the plague prevails in India we should greatly deprecate the introduction of Indian labour into these islands, and would far rather face the partial loss of revenue accruing from the effects of the abolition of slavery or

our industry and agriculture, than the total ruin which would probably for a time overtake them should the plague once obtain an entry.

In conclusion, I would venture respectfully to observe that I believe the course I have thought it my duty to take in this matter to be generally approved both here and at Mombasa by all who have seriously considered the subject and realized the gravity of the issues. Both the medical authorities and the Acting Chief Engineer of the Uganda Railway, who is directly interested in the landing of the coolies, are entirely at one with me with regard to it, and Sir Lloyd Mathews feels, if possible, still more strongly; so much so that he has threatened to break off business relations with Messrs. Smith Mackenzie and Co. should they persist in disregarding his request for the return of the "Bhundara" to India.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 115.

Messrs. Smith Mackenzie and Co. to Sir A. Hardinge.

Sir, *Zanzibar, January* 3, 1899.

WE are instructed by Messrs. Mackinnon, Mackenzie, and Co., Calcutta, the managing agents of the British India Steam Navigation Company, to point out to you the serious consequences involved, and the danger to the passengers and crew if the steam-ship "Bhundara" is compelled to return to India without being allowed to land her cargo and passengers.

Should the "Bhundara" be sent back to India, and a sudden panic spring up amongst the coolies, who are already beginning to show signs of discontent, the consequences might be disastrous, and the lives of the other passengers, officers, and crew endangered.

Messrs Mackinnon, Mackenzie, and Co. ask us to request you earnestly and with all due respect to reconsider your decision, and at the same time they suggest that the steam-ship "Bhundara" should be made to do a further four days' quarantine, which will make twelve clear days since the last case appeared.

We understand that the captain of the "Bhundara" signalled to-day to the Port Officer that all on board were now well.

On receipt of your reply we will at once telegraph it to the managing agents in Calcutta.

We are, &c.
(Signed) SMITH MACKENZIE AND Co., *Agents*,
British India Steam Navigation Company (Limited).

Inclosure 2 in No. 115.

Sir A. Hardinge to Messrs. Smith Mackenzie and Co.

Gentlemen, *Zanzibar, January* 3, 1899.

I BEG to acknowledge the receipt of your letter of to-day's date, in which, by the directions of Messrs. Mackinnon, Mackenzie, and Co. of Calcutta, you point out to me the consequences which may be involved by sending the steam-ship "Bhundara" back to India, and request me to reconsider my refusal to allow the ship to disembark her passengers and cargo, either here or at Mombasa, after a certain period of quarantine has expired.

I regret that after very careful consideration of the matter from all points of view, I am unable in any way to modify my decision, the dangers of the importation of the bubonic plague into the British Protectorate in East Africa being too serious to allow me to consent to any communication taking place between the shore and a ship on which a case of the disease has actually occurred. You must yourselves recognize that any pecuniary loss which the refusal of pratique to the "Bhundara" may entail, would, however regrettable—and I join with you in sincerely regretting it—be trifling in comparison with the injury which would accrue to you, in common with the entire commercial community, if the plague once obtained a footing in East Africa. And that there is a most serious danger of its obtaining such a footing,

should your request be complied with, is the unanimous opinion of all the medical authorities whom I have consulted both here and at Mombasa on the subject.

The responsibility for any disorder which may take place on the steam-ship "Bhundara" must rest entirely with the agents of the British India Steam Navigation Company, who, by their persistent refusal to conform to the wishes of the Local Government, have already caused a delay of several days in the return of the vessel to India. Captain Stabbing has, I believe, expressed the opinion that any risk of insubordination among the coolies which might exist whilst his vessel was lying in sight of, but debarred from any communication with, the shore, would at once disappear as soon as they were at sea, and, if he had been allowed to return to Kurrachee or Bombay as soon as he had taken in a sufficient supply of water for the passage, the ship would be now more than half-way to her destination.

I would further point out that Mr. Parker distinctly gave me to understand at Mombasa that the only object of the vessel's proceeding to Zanzibar was to take in water, and that, if she were allowed to do so, she would subsequently commence her return voyage as soon as possible, and it was on this understanding that the Government of Zanzibar consented to their water-boat being employed for the purpose. If I could have foreseen the difficulties which Messrs. Mackinnon, Mackenzie, and Co. have placed in the way of this condition being fulfilled, I should have arranged for the ship to be supplied with water at Mombasa, although it is, as you are aware, a much more difficult and tedious process there than here, in order that she might at once have returned to India, without putting into Zanzibar.

I am, &c.

(Signed) ARTHUR H. HARDINGE.

No. 116.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 12.)

My Lord, *Zanzibar, January* 6, 1899.

ON receipt of your Lordship's telegram No. 4 of the 4th instant, I called a meeting of the Zanzibar Sanitary Board, a body created by the Sultan's Government since the appearance of the plague in Madagascar, and consisting of Mr. Cave as Her Majesty's Consul, and of three European doctors: Dr. Charlesworth, the Physician to Her Majesty's Agency, Dr. Macdonald, Chief Medical Officer to the Zanzibar Government, and Dr. Friedrichsen, a German doctor, who has an extensive practice among the German colony here. The meeting was further attended by Dr. Handyside, doctor to Her Majesty's ship "Fox," and by General Sir Lloyd Mathews.

I have the honour to inclose a full report of the proceedings of, and conclusion come to by, the meeting, signed by all those present at it. My own feeling was, after hearing the opinion of the doctors, that if the precautions recommended by them were taken, there were probably 99 chances out of a 100 against the plague making its appearance in our midst; but that in view of the tremendous interests at stake, we should scarcely be justified in risking even the 100th chance. I have always thought, as a layman, from the beginning of this question, that the opinion of the medical experts must be our main guide, and that they, rather than the administrative officers, must decide what our course should be.

I am painfully conscious of the censure on me conveyed in your Lordship's telegram under reply, as well as in subsequent messages, for not having already provided a complete quarantine establishment, but unwilling as I am to waste your time by the discussion of a matter merely personal to myself, I would venture respectfully to point out that your Lordship's telegram No. 55 of May last, and the despatch confirming it, neither directed nor authorized me to incur any expenditure for the creation of such an establishment. Your Lordship sent me the Rules of the Venice Convention "for the guidance of Her Majesty's Sub-Commissioner at Mombasa," to whom, as well as to the Principal Medical Officer, I sent a copy of them, and in the absence of any further instructions we presumed that these Rules were to be applied by us, so far as our existing local means and conditions permitted. As a matter of fact they have strictly been observed as regards both "healthy" and "suspected" vessels, and only a short time ago, when a "suspected" vessel reached Mombasa with some

100 coolies on board, every precaution required by them was adopted. The coolies were stripped of all their clothes, which were burnt, made to bathe in the sea, and provided with a fresh cotton suit each; all rags and other effects not passed by the Principal Medical Officer were destroyed, the baggage and cargo were disinfected in a stove recently imported for the railway, and the crew kept from all contact with the rest of the population till the prescribed number of days were completed. As regards "infected" vessels, with an average number of passengers, I believe there would have been no difficulty about arranging, at any rate until the scare occasioned by the outbreak of plague at Tamatave, for their quarantine at Prison Island, the empty gaol on which was kept as a lazaret by the Zanzibar Government, and was used by them for that purpose only two months ago, when the German mail (after being refused permission to approach Dar-es-Salaam), landed its passengers, two of whom actually died there, under what at first appeared suspicious circumstances. But the matter assumed a different complexion when we were suddenly called upon to deal with 1,300 coolies, among whom plague was actually present, and in this case the exceptional nature of the emergency seemed to call for an exceptional remedy.

I would venture to point out that the Venice Convention itself provides for special measures in the case of such a ship as the "Bhundara." "Des mesures spéciales peuvent être prescrites," says its chapter 8, paragraph 4, "à l'égard des navires encombrés, notamment des navires d'immigrants ou de tout autre navire offrant de manvaises conditions d'hygiène." A vessel containing over 1,000 coolie labourers, packed so tight that, as the agent here tells me, there was not room for a single extra man, is surely a "crowded" or emigrant ship, in the case of which the Convention would permit a departure from the ordinary Rules. To cope with the situation created by the presence of a vessel of that description, we should have needed a much larger quarantine area than either Prison Island or our Mombasa quarantine station could afford. We should have required, in addition to a suitable site, a special European medical officer and hospital staff, and a considerable force of Sanitary police, who would have had to be Indians or Somalis, our ordinary Swahili askari being quite untrustworthy in such a case; huts and lines would have had to have been built, wells dug, latrines and disinfecting appliances on a large scale provided, and an initial expense of at least 2,000*l*., if not more, besides about 1,000*l*. for annual up-keep incurred. We received no suggestion when the Venice Rules were sent to us that preparations on so large and expensive a scale were deemed expedient by Her Majesty's Government. I should certainly, for my own part, have hesitated to ask for money for the purpose, until an imperative necessity for it arose—and such a necessity, owing to the full precautions hitherto taken in India, and the continuance of which we had a right to expect, has never arisen before the present instance. It would have seemed simpler and more economical to have sent a ship, which we could not safely quarantine with our existing resources, back to India for the enforcement of the proper measures of disinfection, and in the case of the "Bhundara," had the agents sent her back as soon as they realized the difficulties which were pointed out to them, she might by now have completed her journey there, and have been back and got pratique here at an earlier date than she will now obtain it, even if it is decided to allow it her, subject to the precautions required by the local doctors. Her owners could in the meantime have pressed for pecuniary compensation with all the vigour with which they are now pressing for pratique, and I believe the local Administrations would have been ready, had the choice been presented to them, to accord the former rather than the latter, provided, of course, that it was fair and reasonable, and represented only the actual loss.

Your Lordship adds that you cannot understand why, in the ten days which have elapsed since the arrival of the "Bhundara," a quarantine station had not been prepared for her passengers. I would humbly venture to observe that, as you approved by telegram of my sending her back to India, there was no need for me to take any immediate steps with reference to this particular ship, and the formation of a permanent camp fit to hold 1,300 infected coolies, supposing a fresh consignment were to be expected, would have required more than ten days to effect. The selection of the spot, the question of water, of the staff, of the Sanitary guard, all called for most careful consideration, and a hasty decision might have entailed very serious expenditure and perhaps even more disastrous consequences. The matter is, however, now receiving immediate attention.

I can scarcely believe it possible that the Government of India, if it realizes the true state of affairs and the responsibility of its own officers at Kurrachee for what has happened, would deliberately take such a step as to refuse all further coolies for the

railway, and inflict thereby a serious injury on Imperial interests, both Egyptian and East African, merely because these Protectorates are endeavouring, at the cost of some pecuniary loss to a British Indian firm, to guard their territories, and the large resident Indian communities and 15,000 Indian coolies already in them, from the epidemic which has wrought such fearful havoc in India itself. To try to punish us, and with us the Empire, for defending interests which are their own as much as ours, would surely be unworthy of their wisdom and public spirit, and I cannot but hope that once the matter is put before them in its true light, they will modify the view now maintained by them. It is not as if it were a merely local matter, such as the supply of labour for the Zanzibar plantations. In such a case a refusal to continue the supply would be intelligible and reasonable; but an undertaking like the Uganda Railway, involving as it does the political future of the Nile Valley and of all British Central Africa, can hardly be regarded as less deserving of consideration than the immediate interests, however respectable, of a commercial firm or Steam-ship Company. As regards the coolies; as they must anyhow remain on board ship for another fortnight, the return to India for efficient disinfection and quarantine will entail little hardship on them, since should fresh cases of plague break out while they are in quarantine off this port, their release will be still further delayed.

With reference to your Lordship's wishes for the early establishment of an adequate quarantine station, I shall have submitted by telegraph before you receive this despatch, proposals with that object; but I fear that any scheme of a nature to afford real security will involve a large addition to our expenditure.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 116.

Minutes of Proceedings of a Meeting of the Zanzibar Sanitary Board, held on January 5, 1899.

A MEETING of the Zanzibar Sanitary Board was held at 10 A.M. on the 5th instant at Her Majesty's Agency, at the invitation of Sir Arthur Hardinge.

Present, in addition to Sir Arthur Hardinge:
Mr. Cave (President of the Board).
Dr. Charlesworth (Physician to Her Majesty's Agency).
Dr. Macdonald (Physician to the Zanzibar Government).
Dr. Friedrichsen.
General Sir Lloyd Mathews and Dr. Handyside (R.N.), Her Majesty's ship "Fox," attended by special invitation.

Sir Arthur Hardinge explained to the meeting that he had received a telegram from Her Majesty's Government stating that in view of the remonstrances of the Government of India, it was very desirable to avoid sending the "Bhundara" back to India, if this could be done without incurring the danger of introducing the plague into Africa. The Foreign Office suggested that as she had been ten days without a case of plague, and was therefore, according to the Venice Rules, safe, she might be kept at sea for another week, and then given pratique. He would feel obliged if the medical gentlemen present would give him the benefit of their opinion on the subject.

Dr. Charlesworth asked what the date of the last case was, and on being informed by Sir Arthur Hardinge that the disease had broken out in two passengers on the 25th, and that the patients had been pronounced recovered on the 27th ultimo, pointed out that eight days only had elapsed since recovery, and not, as the Foreign Office seemed to suppose, ten.

Dr. Charlesworth, Dr. Macdonald, Dr. Friedrichsen, and Dr. Handyside then successively stated that, in their opinion, if it was necessary that the ship should be given pratique in East Africa, the persons who had had plague should be immediately landed and isolated, and the ship herself kept at sea in quarantine for another twelve days, at the expiration of which period, if no fresh case of plague appeared on board, the cargo should be disembarked and disinfected. The passengers should at the same

time be landed, disinfected, isolated, and kept under observation for a further period of seven days, the disinfection of the ship being in the meanwhile (if possible) proceeded with. If during that period no further case of plague appeared, the passengers might, at its close, be allowed to mingle with the rest of the population. The reason for the long period of quarantine and observation suggested was the possibility of plague infection being communicated by persons who had actually recovered from the disease (*e.g.*, through their excretions) for some time after their recovery, both to persons and inanimate things with which they were brought in contact.

The four doctors concurred in the opinion that the precautions above indicated would in all probability prove sufficient, but added that in view of the difficulty of applying them in Zanzibar, and, according to the Principal Medical Officer of the East Africa Protectorate at Mombasa, owing to the want of an adequate European staff, the unreliability of a police force composed mainly of native Africans, and the insufficient means of isolation and disinfection (in the case especially of so large a body of men) at the disposal of the local Administrations, they could not regard them as entirely excluding all risk of the introduction of plague into Africa. The risk was, in their view, a very slight one, but could not be said to be non-existent. They therefore recommended that the ship should be sent back to India, where she would arrive even before her proposed quarantine was complete here, so that no great loss of time need occur.

Sir Lloyd Mathews wished to enter a formal protest on behalf of the Sultan's Government against the landing in Zanzibar either of passengers or of any cargo, even that destined for Zanzibar (and believed to be about 200 tons of food stuffs), from the steam-ship "Bhundara."

The meeting then separated.

(Signed) ARTHUR H. HARDINGE.
BASIL S. CAVE.
FRANCIS CHARLESWORTH, M.B.
G. ALLARDICE MACDONALD, M.B.
DR. FRIED FRIEDRICHSEN.
LLOYD WM. MATHEWS.
P. B. HANDYSIDE, M.B., *Staff Surgeon, Royal Navy.*

No. 117.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 15.)

My Lord, *Zanzibar, January* 7, 1899.

I HAVE the honour to transmit herewith, with reference to my telegram No. 10 of to-day's date, a copy of a despatch accompanied by a map which I have received from Captain Austin respecting his expedition to the north end of Lake Rudolf and his subsequent return to the neighbourhood of Mount Elgon.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 117.

Captain Austin, R.E., to Sir A. Hardinge.

Sir, *Savi, Mount Elgon, November* 16, 1898.

IN continuance of my despatch of August last from Ngaboto, I have the honour to report to you for the information of the Marquess of Salisbury, K.G., the safe return of my column from Lake Rudolf on the 12th instant. I regret to state that on arrival at Murle, on the Omo River (approximate longitude east 36° 16″ 0′ latitude north 5° 12″ 0′) where we had been assured that food in abundance was procurable, we were unable to

obtain a particle. The people were literally starving, having several months before been raided by the Abyssinians, who, I was informed, consisted of several large bodies of horsemen. These appear to have devastated and laid waste the whole country down to the northern shores of Lake Rudolf, cutting down crops, removing grain from granaries, and driving away many flocks of goats and sheep, etc., belonging to the natives in that neighbourhood. In consequence of this raid it was quite impossible for me to carry out the programme I had originally intended. Our food was all but exhausted and none was to be obtained on ahead. As we were then some thirty-five days from Ngaboto, our position was extremely critical, and I feared there was little chance of my being able to extricate the column from the dilemma we were in, without very serious losses amongst the men. Before, however, proceeding it will perhaps be as well for me to give you a brief outline of the movements of the Rudolf column, in continuation of my former despatch. Lieutenant Hanbury-Tracy, R.H.G., as you are aware, returned from Ngaboto to Save with orders to proceed to Bakara in Karamojo, to purchase more donkeys for transport and to bring on more food for the relief of my column. He left with his column for Save on the 14th August. On the 15th the Rudolf column started. For the first ten marches we proceeded nearly due north along the Turquell River, until we reached a point where the river makes a great sweep and flows due east into Lake Rudolf. My guides assured me that if we followed the river to its mouth and then continued north along the western shores of the lake to Murle, it would take us many days, whereas there was a short cut of about seven days across an arid desert that would take us to a point on the lake shore far north of the mouth of the Turquell. As time was a matter of extreme importance to us, it was decided to adopt the desert route. The hardships that men and animals were subjected to for this period were very great. As it was the dry season the country was parched and almost devoid of grazing, which was meagre in the extreme, whilst water was only met with at rare intervals, and only then on digging deep into the dry beds of sandy nullahs, after long tiring marches. The transport animals became so emaciated from want of proper grazing and an insufficient supply of water that many succumbed through sheer exhaustion. However, we finally reached the lake shores at latitude north 3° 52′ on the 31st August. Even then difficulties regarding grazing for the animals was not at an end, as that by the lake shores was exceedingly scanty. Our donkeys were never able to pick up in consequence and were dying off at an alarming rate, so that in a short time there were barely thirty left out of the ninety we started from Ngaboto with. I was naturally extremely anxious regarding transport for the return journey as we quite expected to be able to purchase large quantities of food at Murle, once we got there; but seemingly would have no means of carrying it along with us. Unfortunately the Turkana, who possess large herds of donkeys and camels, and many flocks of goats and sheep, had driven all their animals away into the hills bordering the lake, and we scarcely saw a single native, they apparently being extremely suspicious of Europeans. This was a matter of considerable regret as I was particularly desirous of negotiating with them for the purchase of transport animals, which it was imperative we should obtain. On the 7th September we crossed the Turkana border and reached the district of Marle—as distinct from Murle. Some two or three miles before reaching the border I happened to notice by chance a herd of donkeys grazing by the lake shore in a nullah bed, and gave orders to have them driven along with the caravan. They proved to be a fine herd of about 130, and I am pleased to state, that on our return journey along the lake shore, when the natives in that region had become more trustful and visited our camp, we were able to ascertain who the owner of these donkeys was and paid him a handsome price in beads and brass wire for the animals we had taken, with which his son was more than satisfied. The natives of Marle were very friendly in every way, and at the small settlements of Comogul and Lumian, flocked into our camp in large numbers. We halted at the latter place for one day and noticed with pleasure a few small plantations of nearly ripe mtama corn growing along the lake shore.

On the 12th September we rounded the northern limit of Lake Rudolf and camped near the mouth of the River Omo, a magnificent stream of 150 to 200 yards in width. Three more marches we were told would bring us to Murle, a matter of much congratulation, as even by largely supplementing the flour we had brought from Ngabato with meat, our supply was fast diminishing. Following the River Omo, we reached Murle on the 15th September, and then learnt of the state of the country due to the Abyssinian raid. It was impossible for us to proceed, as we now had only some twelve boxes of reserve rations left (barely sufficient full rations for two days for the whole column) and a herd of some fifty-six oxen. The only question was how to get back to Ngaboto, a journey of, at least, thirty-five days, where we hoped to meet Lieutenant Tracy about the

22nd October. There appeared to me to be only one small chance of getting safely back without losing the greater number of my men from starvation. If we could reach Lumian in time we might he able to purchase some thirty or forty loads of unground mtama wherewith to face the return journey. I had no option, therefore, but to order the retirement to Lumian. The few remaining loads of flour, &c., were issued, and the men informed that this, supplemented, as usual, with meat, was all they would get for the next five days at least. On the 21st September we once more reached Lumian, and found we were just in time, as the natives had already cut the crops, which were being dried in the sun, threshed, winnowed, and the grain daily removed to their permanent homes in the hills, 8 to 10 miles distant. For the next two days brisk bartering ensued, and by dint of paying exorbitant prices in the way of tobacco and beads for mere handsful of unground grain, and exchanging cows and donkeys for standing crops in small fields, we succeeded in clearing the people out of all they could spare, and found ourselves possessed of seventy bags of food for the thirty days' journey to Ngaboto. As the requirements of the column amounted to nearly six bags a-dav on full scale ration, this was, of course, an absurdly small quantity, but we hoped by largely supplementing with meat to spin it out to last thirty days. On the 24th September the return journey to Ngabato was commenced. Owing to the somewhat worn state of the men, I did not feel myself justified in subjecting them again to the hardships of the desert route, so decided to proceed along the lake shores to the mouth of the Turquell, and there to follow that river to the point where we had previously left it. As I had made a most careful survey of the routes followed by the column throughout, this, I estimated, would, in spite of what the guides had previously told us, be only four or five days longer at most than the desert route, and so it proved. We reached the mouth of the Turquell on the 6th October, and on the 11th were back at our former last camp on the river, prior to starting across the desert. On the return journey the Turkana had become more friendly, and I was able to make several Treaties with them along the lake shore, and also to purchase a few goats and sheep from them as we approached the mouth of the Turquell. On the 11th October we knew that ten marches more should bring us to our old boma at Ngaboto, and, thanks to the invaluable work performed by Lieutenant Bright, whose chief aim was to spin the small stock of grain at our disposal out until we reached that place, he was now in a position to state positively that, barring accidents and losses, issuing at the rate he had been doing since leaving Lumian, it would just see us in.

I must remark *en passant* that nothing could have exceeded the loyal behaviour of the porters and men during this most trying period. In spite of having little more than sufficient to keep them strong enough to perform their arduous duties of carrying loads in a heat that few parts of Africa exceed, neither I nor any of my officers once heard a single grumble regarding the short rations to which they were necessarily limited. As before remarked, we now saw that unless anything unforeseen occurred our safe arrival at Ngaboto was assured. Everything then depended on meeting Lieutenant Tracy there with fresh supplies, for otherwise we would still have a journey of at least twelve days more beyond before we could reach our base at Save. If Lieutenant Tracy had successfully accomplished his exceedingly difficult mission in the time at his disposal, and started from Save on the 10th October to come to our relief, we ought then just to meet him at Ngaboto on the 22nd October. I had grave fears, however, in my own mind lest he should have been unable to carry out his difficult work in the time, and had, therefore, to make arrangements to guard against such a contingency. We calculated that on arrival at Ngaboto we should still have some eighteen oxen left; but this for a trying journey of twelve days, with men in an exhausted condition, was nothing like sufficient for a column of 180 souls. It was therefore most necessary that we should purchase from the Turkana at least some 250 goats and sheep to insure the column being able to reach Save safely owing to the uncertainty regarding Lieutenant Tracy, with whom, of course, I had had no communication for over two months. I impressed on the Turkana from day to day how anxious I was to purchase goats and sheep, of which we knew they had large flocks. Day after day they promised to bring them in for sale, although, as they said, they had only a few, the bulk of their flocks having been sent up-stream towards Ngaboto for grazing purposes. At length, when we were only some seven or eight marches from Ngaboto, and camped on the river near a Turkana kraal, the usual request regarding goats being made, the natives informed me they only had very few, but would bring those on to sell us at our next camp. This had become an old story by now, as the goats never did come to our next camp; but nothing exceeded the guile of these natives, for within a few hours of this assertion they calmly drove down, almost through our camp, flocks of over 2,000 goats and sheep, which they

proceeded to water at the river before our very tents. Necessity knowing no law, I had but one course open to me, and quietly gave the order to my Sikhs and Soudanese to surround the flocks, which was promptly done. At the same time I sent word to the natives that I had no intention of seizing all these animals, but that as I must have about 250 I proposed taking at random some 50 or 60 out of each flock for which they would be paid at once, and the rest could be driven away. To this they acceded, and several of the owners came down to the water's edge and helped us to choose so many out of each flock, we being careful to avoid taking females, which they value for breeding purposes and for their milk. In this way some 220 in all were taken and counted before the owners present, and the remainder, about 2,000, were allowed to be driven away. The same evening 60 of the animals were paid for, the owners receiving nearly double their market value, and appeared perfectly pleased, the whole transaction being carried out in an eminently amicable spirit. They took their goods away with them, and promised that the owners of the remainder should come to our next camp, about 8 miles up the river, on the morrow to receive payment for their share of the animals. Next day, on arrival in camp, we awaited the advent of the owners, who, however, never put in an appearance.

Presently the men on grazing guard suddenly raised a shout to the effect that the Turkana were attempting to drive away our animals. Up to this time, I may say, it had never once been necessary for a single shot to be fired by the Rudolf column in self-defence or otherwise. As, however, the Turkana had now succeeded in stabbing to death one man, speared two oxen, which died, speared one camel and got off with a second, it was evident their intentions were hostile, and it was necessary to open fire on them. They were quickly driven off; but for the next week the column was followed by bands of Turkana, and subjected to an exceedingly annoying guerilla warfare, both on the march and after arrival in camp, constant attempts being made on the animals whilst grazing and otherwise, the thick nature of the country favouring these natives, who could move about in the bush unseen. As we approached the boundary of the Ngaboto district they became exceedingly daring, shouting out to us that they wanted to fight us for the possession of our transport and other animals, and would then talk of making friends with us. Repeated and futile efforts having been made to bring about a peaceful solution of the situation, it was found necessary on this occasion to disperse them with the Maxim, so bold had they become. In spite of this, however, they laid a skilful ambush an hour later in a densely wooded nullah, the whole country consisting of thick thorn bush. Fortunately this was detected and the Turkana driven out of it, leaving three of their number dead behind. I had previously made blood-brotherhood with Lomathimyai, the Chief of the Ngaboto district, in whose charge the steel boat had been left, and he, as I subsequently ascertained, prevented the hostile bands following us, so the warfare ceased as soon as we entered his territory. He received a present of a cow for his good services, the steel boat being quite complete in every detail as left with him. On the 21st October we camped at the junction of the Turquell and Weiwei Rivers, one short march from the Ngabato boma, and the last issue of grain was made to the men. Before starting next morning Captain Ferguson, the officer on advanced guard, received instructions that if he found Lieutenant Tracy had not yet arrived at the old boma, he was to proceed another 2 miles to the ford across the Weiwei, and camp on the west bank, as the river is subject to heavy and sudden flood. On reaching our deserted boma there was no sign of Lieutenant Tracy, and the men as they filed past it towards the ford appeared anything but cheerful, as all through this trying time they had been buoyed up with the promise that once they reached Ngaboto they would be met with plenty of food. Suddenly a wild shout from the direction of the ford announced that something unusual had occurred. Captain Ferguson and Lieutenant Tracy had met at the river. After an absence of two and a-half months the two columns had actually arrived on the same day at Ngaboto, and almost at the same moment. Lieutenant Tracy had brought some 250 loads of food for the relief of the Rudolf column, and had only just reached the river, which he was crossing when our advanced guard came on the scene.

I cannot speak too highly of the able and successful manner in which Lieutenant Tracy had carried out his most difficult mission single handed. Leaving Ngabato, he had nothing but a few cows and trades goods, with which he was asked to purchase some 150 donkeys in Kara-Mojo, and nearly double that number of hides and skins wherewith to manufacture "sogis" (primitive skin panniers placed across a donkey's back to carry a load on each side of the animal) in order to bring the flour to our assistance. Some 300 loads of flour had also to be collected at Save, before he could leave. By the 10th October all his preparations had been completed, and the following day, with a

number of men scarcely sufficient to look after his large train of donkeys, considering the difficulties of the road, and the thick nature of the country, he had started to our relief. Our anxieties were now at an end, and for the next few days the men had a well earned rest, and as much food as they could eat. It was useless now to think of further exploration, so it was decided that the whole force should be split up into three columns and return to Save, with all loads, including the steel boat. To facilitate the crossing of the Chemorongi range of mountains Lieutenant Tracy was to retain his column intact and take half the loads and livestock back by the route he had come, followed a day later by Captain Ferguson with the bulk of Rudolf column, and the remainder of the loads and livestock, whilst Lieutenant Bright and I, with a small flying column, were to proceed south to Maritch and thence to Save. My object in going to Maritch was twofold, first to return our Swk guides to their homes, and secondly, I was desirous of completing the survey of this region by joining up my present survey with the survey of the previous year, when journeying from Njemps to Save viâ Lake Baringo and Maritch. Three marches took us to Maritch, whence we followed the difficult route up the Muroni River of last year to Save. All three columns arrived safely at their destination on the 9th, 11th, and 12th November respectively; the Rudolf column had been absent a trifle under three and a-half months and accomplished a journey in that time of close on 850 miles. I have alluded to the good services rendered to the column by Lieutenant A. Hanbury-Tracy, R.H.G., and I would also wish to call especial notice to the very valuable and indefatigable assistance afforded me during the whole of this trying period by Lieutenant R. G. T. Bright, of the Rifle Brigade. In no small measure is due to him the safe return of the column to Ngaboto, thanks to the very careful supervision he exercised over all matters appertaining to the issue of food, and other work of a similar nature connected with the column. Captain Ferguson's work will also be thorougnly appreciated when I state that from the time we left Ngaboto until our return we only lost one man through death by sickness. Owing to the prompt and effective measures he took to prevent the spread of small-pox, when a case appeared in the caravan shortly after leaving Mrule, no further cases occurred, and the man affected is now well and strong. I need not refer to the horrors of an epidemic of small-pox in a caravan, of which I had an experience on a previous occasion, to emphasize the importance of his precautions and the value of his services as Medical Officer to the column.

Our total losses amongst the men from the time we left Ngaboto until our return were as follows: one man died of kidney disease; three men missing, deserted and supposed to have been killed by natives; one man killed, and wounded during the troubles with the Turkana.

From information contained in a letter, dated the 1st October, from Major Macdonald, I expect his return to Save on or about the 10th December. Meanwhile, arrangements are now being made for the collection of a sufficient quantity of food here to enable the whole expedition to return to Kavirondo on his arrival.

Lieutenant Bright proceeds shortly to Mumia's with the steel boat which is ultimately to be placed on Lake Victoria, and will remain in Ketosh to collect food for the journey to Kikuyu.

Unless I hear shortly again from Major Macdonald, I propose taking a small column to Bakora, in Karamojo, with the hope of gaining some news of him, and surveying a tract of country he wishes to be done. Lieutenant Tracy will accompany me, and Captain Ferguson will be left in command at the base during my absence.

I have, &c.

(Signed) H. AUSTIN, *Captain, R.E.*,
Commanding Rudolf Column.

No. 118.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 19.)

My Lord, *Zanzibar, January* 10, 1899.

I HAVE the honour to transmit herewith, with reference to my despatch No. 333 of the 24th October respecting judicial reform in Zanzibar, an English translation of a Decree on the lines therein indicated, which the Sultan has now signed, and which will

come into operation on the 1st of Shawal (the 13th February) ; the intervening month of Ramadan which begins in a few days, and is a period of comparative cessation of public business, being devoted to the framing of rules of procedure and other preliminary preparations requisite to enable it to be put into working order. His Highness will in the meantime explain to his subjects by means of personal interviews with the principal Sheikhs and Notables at Zanzibar, as was done in the case of the Decree abolishing the legal status of slavery, the principles and general purport of the new scheme.

The present Decree was drafted by me, at His Highness' suggestion, with the assistance of General Sir L. W. Mathews, and Judges Cracknall and Collinson, who made several useful suggestions and amendments. Its general features, as your Lordship will observe, are very similar to those of the Regulations for Native Courts in the East Africa Protectorate, which you approved nearly two years ago. The only additions made by the Sultan were Article I, which relates to his own Royal prerogative, and Article II, which prescribes a special procedure at the Palace in the case of suits instituted against members of the Royal Family (Awlad Imam), the object in both cases being to safeguard the prestige of the reigning dynasty, and to make it clear to the Arabs that its future exercise through regular legal channels does not imply any surrender of their Sovereign's authority as an absolute Prince. Neither I nor the two Judges felt any difficulty in accepting either of these two additions. The absolute authority of the Sultan, guided by the advice of the protecting Power, is, in fact, as experience has shown, a very useful element in an Arab and Eastern polity such as this, and we have nothing to gain by impairing it.

It remains, of course, to be seen how the new scheme will work. Even if, however it does not answer all our expectations, it will, I believe, prove a substantial improvement on the old, purely Eastern, legal system.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 118.

Decree.

From Seyyid Hamud-bin-Mahomed-bin-Saïd to all his subjects.

In the name of the Most Merciful God !

BE it known to all our subjects that, having determined to introduce certain reforms into the administration of justice in the Islands of Zanzibar and Pemba, we have established, and do hereby establish, in the exercise of our Sovereign Powers, the following Courts of Justice to hear all cases, both criminal and civil, in which our subjects or other persons under our jurisdiction may be concerned in accordance with the Sheriâ of Islam, which is and is hereby declared to be the fundamental law of our dominions :—

1. The supreme judicial authority is, and remains vested in our Royal person as a part of the ancient sovereign rights and prerogatives which we enjoy by inheritance from our predecessors on the throne of Zanzibar.

2. A Supreme Court for the Islands of Zanzibar and Pemba, to be called the Supreme Court of His Highness the Sultan, is hereby established. It shall be the highest Court of Appeal in civil and criminal matters, and shall sit at Zanzibar under our presidency, or in our absence under that of our First Minister, or of such other competent authority as we may from time to time see fit to appoint. In addition to ourselves, or in our absence, our First Minister, it shall consist of two Cadis appointed by us from amongst our Ulema for the purpose (one of these being a doctor of the Ibadi, and the other of the Sunni School of Law), and of one of the Judges of our "Court of Delegated Jurisdiction," provided always that the said Judge shall not take part in any proceeding in the Supreme Court, unless requested to do so by ourselves.

3. A Court is hereby constituted which shall be called the Court for Zanzibar and Pemba, and shall have jurisdiction over both islands. It shall consist of two Cadis taken from among our Ulema, one of these being a doctor of the Ibadi and the other of the Sunni School of Law, and of one of the Judges of our Court of Delegated Jurisdiction, provided always that such Judge shall not take part in any proceeding in the Court for Zanzibar and Pemba, unless requested to do so by ourselves. It shall ordinarily sit at

Zanzibar, but shall be at liberty to hold Sessions at any other place in the Islands of Zanzibar and Pemba, according as we may from time to time appoint.

4. The Court for Zanzibar and Pemba shall have unlimited power in civil and criminal matters, subject always to appeal from its decisions to the Supreme Court.

5. The Courts constituted by our Decree of the 2nd Zulkada, 1315, are hereby maintained. They shall consist of the Wali of the District, who shall be assisted by one or more Cadis, according as local requirements may from time to time necessitate, and shall have power to decide civil cases up to 500 rupees, and criminal cases, where the penalty does not exceed six months' imprisonment.

6. The town of Zanzibar, with the islands in its harbour and its suburbs within a radius of $2\frac{1}{2}$ English miles from the centre of our Palace square, shall constitute a separate district, and the powers of a District Court within it shall be exercised by the Judges of the Sultan's Court for Zanzibar and Pemba, who shall sit separately for the purpose at Zanzibar every day, Fridays and religious holidays excepted.

7. The remaining District Courts shall sit at the head-quarters of their respective Wilayets, as defined in our Decree of the 2nd Zulkada, at such times as the Walis may appoint, and, except during the religious feasts and the month of Ramadan, not less than three times a-week.

8. It shall be lawful for the District Court to delegate one of the Judges composing it to hold a Court for petty cases in any part of the district, provided always that such Court shall hear no civil matter above 100 rupees, and no criminal matters where the penalty exceeds one month's imprisonment.

9. The Judges of the Court for Zanzibar and Pemba, when sitting as a District Court, may similarly delegate an Assistant Cadi to hear any civil case in which the amount does not exceed 100 rupees, and any criminal case where the penalty does not exceed one month's imprisonment.

10. The Court of Delegated Jurisdiction established by our predecessor, Seyyid Ali-bin-Saïd, for all cases in which British subjects are complainants and our own subjects defendants or accused persons is hereby maintained, and the Assistant Judge, as well as the Senior Judge, of Her Britannic Majesty's Court for Zanzibar are hereby declared by us to be Judges in it.

11. All cases in which members of the Royal Family (Awlad Imam) are defendants shall be heard by a Special Court sitting within the precincts of our Palace, and consisting of two or more Cadis, to be appointed by ourselves from among our Ulema. There shall be an appeal from their decision to our Supreme Court, which shall sit for such purpose at the Palace.

12. In all cases affecting the personal status of natives or others subject to our jurisdiction who are not of the Mahommedan religion, our First Minister, or such person as he may depute for the purpose, shall hear the case in first instance, and shall as far as possible have regard to the civil or religious law of the parties concerned, and an appeal shall lie from his decision to the Court of Delegated Jurisdiction.

13. In any civil case in which both parties are prepared to abide by the decision of a Court of Arbitrators, such a Court consisting of four or more members to be appointed by ourselves shall hear the case according to the rules of equity and good conscience, and the decision of such Court shall be final.

14. In all civil cases a right of appeal within such period or periods as we may from time to time see fit to prescribe shall lie.

(*a.*) From an Assistant Cadi's Court to the District Court of the district in which such Court is situate.

(*b.*) From a District Court to the Court for Zanzibar and Pemba, provided that in any case which has been heard by a Judge of that Court in his capacity as a Judge of the District Court for the town of Zanzibar, the appeal shall be heard by two other Judges besides himself. For the purpose of such appeal, any additional Judge whom we may appoint to hear it shall be deemed a Judge of the Court for Zanzibar and Pemba.

(*c.*) From the Court for Zanzibar and Pemba to the Supreme Court, provided that, except with the leave of the Court for Zanzibar and Pemba, or the Court of Delegated Jurisdiction, or the Supreme Court, no appeal shall lie in cases where the property does not exceed 1,000 rupees in value, or where the action has been brought before the Court for Zanzibar and Pemba or the Court of Delegated Jurisdiction by way of appeal.

15. There shall be no appeal from the Court of Delegated Jurisdiction, but a rehearing of a case tried by it may be granted before the two Judges composing it, and a Cadi to be specially appointed by ourselves from among our Ulema, or in the absence of

one of the Judges of the Court of Delegated Jurisdiction by the Judge and two of our remaining Judges. Provided always that no rehearing shall be granted, unless special leave has been given where the amount in dispute falls below 2,000 rupees or the sentence imposed below six months' imprisonment.

16. Any person convicted in a trial of a criminal offence by an Assistant Cadi's Court may appeal to the District Court, and any person convicted in a trial held by a District Court may appeal at his option to the Court for Zanzibar and Pemba, and any person convicted in a trial by the Court for Zanzibar and Pemba may appeal to the Supreme Court.

Provided always that when an accused person has pleaded guilty and has been convicted by a District Court or by the Court for Zanzibar and Pemba there shall be no appeal, except as to the legality or extent of the sentence, and there shall be no appeal where the District Court or the Court for Zanzibar and Pemba has imposed a term of one month's imprisonment only, or of 50 rupees only, or of whipping only, provided always that in every such case the Supreme Court may call for the record and exercise a power of revision.

17. An appeal may lie on a matter of fact as well as on a matter of law.

18. Every appeal shall be made in the form of a petition in writing, presented by the appellant or his pleader; and, pending such appeal, the Appelate Court may, for reasons of its own, to be recorded in writing, order the suspension of the execution of the sentence appealed against, or the release of the accused on bail. When the Judges composing the Court of Appeal are equally divided in opinion, the case, with their opinions, shall be laid before another Judge of the same Court, and the said Judge shall deliver such opinion, and the Judgment shall follow such opinion.

19. We hereby declare our intention of enacting, as circumstances may require, Rules for the conduct of the business of the Courts established under this Decree, and for the direction of the Judges presiding in them, and generally for the purpose of carrying out this Decree, and for fixing and, should it be necessary, for altering, from time to time, the scales of fees in any of the Courts hereby created.

20. It shall be open to any person who may complain of denial of justice, corruption, or other act of maladministration on the part of any of our Judges, to appeal to us by petition for the punishment or removal of such Judge, and we will hear and, after due inquiry, decide upon such petition.

21. Any one of the said Courts shall be at liberty to inflict a whipping in lieu of or in addition to any term of imprisonment prescribed for any offence by the Sheria of Islam, provided that the maximum of lashes that any Court may inflict shall be as follows :—

	Lashes.
The Supreme Court	100
The Court for Zanzibar and Pemba	40
The Court of Delegated Jurisdiction	24
A District Court	24
An Assistant District Court	12

22. Capital punishment may be inflicted by hanging, shooting, or decapitation.

23. The execution of any capital sentence or of any sentence of whipping where more than two dozen lashes are given, shall be carried out in the presence of a Government medical officer, and no sentence of whipping shall be inflicted or proceeded with, if the medical officer declares the offender to be not in a fit state of health to undergo it. The instrument to be used in whipping shall be such as we may from time to time direct. Provided always that women shall not be liable to punishment by whipping.

24. Any punishment imposed by any of the Courts constituted under this Order may be remitted or reduced by ourselves in the exercise of our Royal prerogative of mercy.

25. Where it is shown to our satisfaction, after due investigation, that any person subject to our jurisdiction is disaffected to our Government, or to that of Her Britannic Majesty, or has committed or is about to commit, an offence against the laws, or is conducting himself so as to be dangerous to peace and good order, or is intriguing against our Government, such person shall be liable to be removed or interned by an Order under Our Hand and Seal Royal, to or in such place within the Islands of Zanzibar and Pemba as we may direct, or shall be prohibited from remaining within the said islands, during any time specified within such order of prohibition or removal.

26. No appeal shall lie against any such Order, but it may be revoked by Order under Our Hand and Seal Royal.

27. Any parties to an action may be represented by a legal adviser entitled to plead before any of the Courts established under Treaty or otherwise in our dominions or any other person whom he may appoint, with the sanction of the Judge presiding in the Court in which the action is tried.

28. Any police magistrate may issue a warrant for the apprehension of any person subject to our jurisdiction. For the purpose of this Decree the term police magistrate includes our First Minister, the two Commissioners appointed under our Decree of the 1st Zulkada, 1315, for the Islands of Zanzibar and Pemba, any Wali, Assistant Wali, Cadi, Assistant Cadi, Commissioned Officer in our military or police forces, or any other officer to whom we or our First Minister, acting under our orders, may give authority by warrant to act as a special police magistrate.

29. Any person apprehended under the foregoing Article shall, on being brought before the police magistrate, and after being formally charged before him, be committed by him for trial, unless he shall deem that there is no ground for committal, before the nearest competent Court.

30. The following are hereby recognized as official languages: (1) Arabic; (2) English; (3) Swahili; (4) Gujrati; (5) any local or other language in which any of our Courts may see good or special reason to hear pleadings or receive evidence.

31. All fees, fines and any sum of money whatsoever paid into any of our Courts may be paid in any coin legally circulating within our dominions.

32. Offences by persons forming part of our military and police force against military law and discipline shall be dealt with as heretofore by the officer in chief command of the said forces.

33. Every Court established or confirmed under this Decree shall keep regular written records of all proceedings tried before it, and such records shall be inspected once a quarter, by such officers as we may see fit to appoint from time to time for the purpose.

Dated 26th Shaaban, 1316.

(Signed) HAMUD-BIN-MAHOMED-BIN-SAÏD.

No. 119.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 20.)

My Lord, *Zanzibar, January* 10, 1899.

I HAVE the honour to transmit herewith the Budget of the Zanzibar Government for the current year, accompanied by an explanatory letter from Sir Lloyd Mathews, First Minister of His Highness the Sultan.

No allowance has been made in it for the loan of 100,000*l.* which your Lordship informed me in your telegram No. 133 was being raised by the Crown Agents, and which, having been asked for for a special purpose, will (when I am informed that what remains over from it, after the payment mentioned in your Lordship's telegram No. 144, is available) form the subject of a special financial Statement. The inclosed Budget, therefore, only represents the normal receipts and expenditure of the Government.

The estimated receipts for the current year exceed those of last year by 259,100 rupees, the clove crop, although much of it remains unpicked, having been a good deal better; but there is a corresponding increase in the expenditure, due, mainly, to the insertion for the first time in the regular Budget of the charges on account of the abolition of slavery (201,340 rupees), as well as on account of the precautions rendered necessary by the presence of the plague, not only in India, but at still closer quarters in Madagascar. These latter charges represent a total amount of 79,000 rupees, divided as follows:—

	Rupees.
Coastguard service	24.300
Additional charge, Sanitary Department	8,000
„ Leper Establishment	4,000
Extra steam-boat	21,000
Quarantine station and Prison Island	22,000
Total	79,300

I have advised the Sultan's Government to strike out of their Budget the contribution of 22,000 rupees towards the proposed quarantine station on Manda. If they intend, as I understand is their intention, to spend that amount in perfecting their own station off Zanzibar, there is no need for them to contribute to our East Africa Protectorate station.

The omission of this item brings down the deficit shown in the present Budget from 187,000 to 165,000 rupees. It would be difficult to suggest any economies which would still further reduce that deficit. I have gone carefully into all the items one by one with Mr. Alexander, Assistant Treasurer to the Sultan's Government, and though here and there we might perhaps, at the cost of impaired efficiency, save a few hundred rupees, I can see no means of effecting any real or useful reduction. I ought perhaps, however, to explain a few increases in expenditure which may seem to require some notice.

Palace Retainers, including two Festivals.—Your Lordship will observe that the expenditure on this head in the present year is 24,000 rupees more than in the last Budget. The reason is this: It has always been the usage for the Sultans on the two great Mahommedan festivals to entertain the leading Arabs at a State banquet, and distribute among them, so to speak, Christmas presents to the amount of from 20,000 to 30,000 rupees. The late Sultan did this out of his private Treasury, but when the present Ruler came to the throne the private Treasury was absolutely empty, Seyyid Hamed-bin-Thwain having spent every penny of its contents, so that Seyyid Hamoud-bin-Mahomed, when he became Sultan, had to appeal to his Ministers to assist him with the necessary amount in order to give the annual religious banquets and presents, which are expected of him as a Mahommedan Sovereign. This amount (about 24,000 rupees) was found last year out of "Contingencies," or, as they are called here, "Miscellaneous," but appears in the present Budget under the more suitable head of "The Sultan's Civil List."

There is an increase of 10,000 rupees expenditure for Customs, but as the revenue under this head shows an increase of 70,000 rupees, this is not unreasonable. An assistant is required to enable the Customs Master to deal with the increase of work in his Department and to move on inspection tours about the two islands, and the Government considers that a slight augmentation in the salaries all round to the subordinate officials may, in view of the growth of trade and revenue, be permissible. Good salaries in Departments which turn over large sums of money are, especially in the East, an insurance against frauds.

An extra 24,000 rupees appears for Coastguard Service. This, as Sir L. Mathews explains, is a precaution against dhows which might bring plague from Madagascar, and whose intercourse with the Islands of Zanzibar and Pemba will, therefore, have to be carefully checked.

In the Military Department the chief new item is the substitution in Pemba of a regular military force, under an European officer, for the Arab irregulars under the orders of the Walis, who formerly constituted the garrison and police of the island. This is one of the indirect consequences of the abolition of the status of slavery and, simultaneously with it, of the opening up and development of the hitherto comparatively neglected Island of Pemba. I do not think that this sum for the regulars can, consistently with the maintenance of law, order, and general security in Pemba, be safely reduced.

An increase of 17,000 rupees will be observed under the head of Public Works. Of this, 15,000 rupees is required for new kerosene oil stores, our present ones being actually unsafe. The remainder is for pressing requirements (repairs to roads, bridges, &c.).

Some increase will be noticed in the Medical Department and Leper Establishment. This is chiefly, as explained by Sir L. Mathews, in view of the danger of plague. Both in that Department and in a few others, such as Agriculture, Port Office, and Gazette, increases of a few thousand rupees have been due to the fact that several of the English officers employed in them have become, in the course of the present year, entitled to furlough and passages home. In the Post Office there is also a small increase for a new issue of stamps bearing the present Sultan's effigy.

The purchase of a new steam launch is an absolute necessity for Pemba if the officials employed in connection with the coastguard, anti-slavery, and other services are to get about the island. I cannot grudge the small sum of 21,000 rupees for the acquisition and upkeep of such a vessel.

An increase of 13,000 rupees appears for the quarantine station on Jail Island. This, in view of recent incidents and of the opinion expressed by your

Lordship as to the duties and liabilities of the Sultan's Government under the Venice Convention, is certainly not an excessive charge.

The rent and interest paid by the East Africa Protectorate on account of the Sultan's mainland territories has also been prejudicially affected by the loss on exchange.

The above items represent normal additions to expenditure, generally, or at least in many cases, covered by a corresponding increase of revenue. Bnt what causes the deficit and upsets the whole Budget is the charge of over 200,000 rupees for the machinery, courts, police, and compensation, &c., in connection with the abolition of the legal status of slavery. This expenditure, but for which the Government would have been able to show a surplus of 50,000 rupees, has crippled, and will long continue to cripple, the resources of the Protectorate, nor is it very easy to reduce it, for, quite apart from the question of compensation, which represents only half or less than half of the total charge under this head and could not by itself cause a deficit, the abolition of slavery has let loose on both islands a large number, not only of vagrants, but of lawless and ignorant natives, prone to violence and not easily controlled once the old restraints which formerly held them in check have been removed, and requiring therefore a very strong police force to prevent them from committing crime and outrage. I do not think it will be possible to keep this slavery expenditure much below 200,000 rupees (or from 12,000*l.* to 13,000*l.*) a-year, all included, for some years to come, though, of course, as time goes on the number of slaves in respect of whom compensation can be claimed will be reduced to very few, what with the leakage caused by deaths, emigration to the mainland, and the operation of the various anti-slavery clauses of Seyyid Ali-bin-Saïd's Decree. Archdeacon Farler informs me that he believes the number of slaves in Pemba to have been greatly overrated, and doubts whether, excluding those claimed by the aboriginal Wa-Pemba, for whom no compensation would be given, there are more than 10,000 belonging to Arabs and Swahilis, a little more than half of whom, say two-thirds at most, would be held by the Courts to be legally possessed. If this is really so, another five or six years should see all the Pemba people free, and compensation, as far as Pemba goes, a thing of the past. I should state, however, that Sir L. Mathews, whose knowledge is fuller, considers this estimate very sanguine.

But, whatever may happen in the next few years, there can be no doubt that the abolition of slavery—for that is what the so-called abolition of the legal status has now practically come to—has most seriously retarded, both directly and indirectly, the material progress of the Protectorate, and that to it, and to it alone, is due the present deficit in our revenue. The precautions with which the process was surrounded have mitigated but not removed the injury occasioned by it to the prosperity of the country, and have not perceptibly diminished the burden entailed on the Exchequer. Admitting, however, as we must, that the change, owing to Parliamentary considerations at home, was inevitable, the question is how can the deficit in the Zanzibar revenues brought about by it be best dealt with?

Two courses are open to us, either (1) to suspend the free port for a term of years (that is, until the Treaty Powers give us the right to tax their subjects), a course which would probably give us at least 3½ lakhs of rupees (most likely 4) and enable us to pay for the abolition of slavery, settle the debts of the late Sultan, and replace our finances on a firm footing, whilst at the same time devoting the entire available proceeds of our new loan to remunerative and necessary public works; or (2) to set apart a portion of the new loan to pay off both our slavery expenditure and the other liabilities of the Government, amounting, together with that expenditure and inclusive of the late Sultan's debts, to a little over 400,000 rupees.

I entertain no doubt, myself, that the wisest course, as well as the fairest to the Government of the Protectorate, would be the adoption of the first alternative. There seems no sufficient reason, now that the danger of Bagamoyo and Dar-es-Salaam becoming serious commercial rivals has practically vanished, for compelling the Zanzibar Protectorate to forego a customs revenue which that of East Africa is permitted to levy, and without which, indeed, it could scarcely exist. I would earnestly beg your Lordship in this connection to consider the position of Zanzibar. Here you have a State which is practically precluded by its Treaties from levying direct taxes in any form, and which has hitherto depended for its revenues (1) on customs, and (2) on agricultural produce for which slave or forced labour in some form or other has been found to be almost indispensable. We have compelled it to give up nearly all customs duties, and at the same time, not only to do away with slave labour, but to pay a heavy tax (in machinery and compensation) for abandoning the revenue which

it derived from that source. To impose this double burden upon it, without affording it any other means of paying its way, is surely to invite constant financial embarrassment. We are obliging it to spend a large sum every year, in deference to the pressure of our philanthropists, without allowing it to raise any solid revenue to meet the demands which our Parliamentary exigencies have imposed on it. At the same time we are calling on it to comply with the Venice Convention, to provide quarantine stations and spend money on protecting itself against the plague, without again permitting it to levy a single penny in direct taxation for the purpose. I doubt whether the world can show any example of a Government so heavily handicapped, and required, to the same extent, to perform the proverbially ungrateful task of attempting to make bricks without straw. I would respectfully urge upon your Lordship, at any rate while the presence of plague in India and Madagascar necessitates a large expenditure for sanitary and quarantine purposes, or until the Treaty Powers allow us the free hand in taxation which every civilized Administration enjoys, to let us meet our deficit by the imposition of the same customs duties as those which the East Africa Protectorate is permitted to levy. We shall then be in a position to expend the whole proceeds accruing to us from the loan on remunerative public works, and thus enable the Zanzibar Protectorate to be a credit to the Empire, instead of, as at present, a cause of uncertainity and anxiety.

By financing the loan for one year, by which I mean expending about half of it, or a little more, in making up both this year's deficit and settling all outstanding liabilities (a composition could probably be arranged with the late Sultan's creditors), and devoting the remainder only to remunerative public works, we shall at the end of the present year be in a position of solvency. The amount expended in clearing off the deficit and liabilities above referred to would then be recovered out of the proposed 5 per cent. import duty and invested in completing the paying works above referred to.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 119.

Sir L. Mathews to Sir A. Hardinge.

(No. 3.)

Sir, *Zanzibar, January* 9, 1899.

I HAVE the honour to forward herewith, for your information, the Zanzibar Budget of estimated revenue and expenditure for the year 1899. The various inclosures are as follow:—

1. General Statement of estimated revenue and expenditure for 1899.
2. Departmental details.
3. Statement of liabilities.

I would beg to point out that the Budget for the current year is, with the following exceptions, almost identical with the Budget for last year:—

(*a.*) In the Budget for 1898 the amount received from Her Majesty's Government on account of Witu was not included.

(*b.*) In the Budget for 1899 there has been included an abnormal expenditure on account of plague precautions.

(*c.*) Expenditure in connection with the abolition of the legal status of slavery has also been included in the Budget for the current year.

I would beg to call your attention to the increase in expenditure which is absolutely necessary if plague is to be prevented from reaching our coast, the organization of which is already working.

	Rupees.
1. The establishment of a coastguard service for Zanzibar and Pemba is estimated at	24,300
2. Steam-boat for Pemba	18,000
3. Upkeep of steam-boat	3,000
(These are in order to prevent bugalows and Badeni dhows from anchoring in Pemba and all other ports, except at the Zanzibar quarantine anchorage.)	
4. Increase to Sanitary Department for extra cleaning in town	8,000
5. Increase the Leper Establishment, to provide for the diseased, poor, and helpless, who are to be removed out of the town	4,000
6. Upkeep of quarantine station at Zanzibar	22,790
7. Subsidy for the quarantine station at Manda to be paid to the British East Africa Protectorate	22,500
Total	102,590

There is also a slight increase on account of the payment of interest on the loan of 100,000*l.* which, I understand, we are shortly to receive, and to which I have frequently referred in previous despatches.

The last increase in the Statement is on account of the abolition of the legal status of slavery, its mechanism and compensation, 201,340 rupees.

This expenditure has not been shown in previous Budgets, but has been kept as a separate account, and is crippling our resources to such an extent that I am sorry to state, as the Statement showing liabilities will inform you, the sum of 40,000 rupees is still owing to the Arab owners of slaves for the last year, and that we are unable to pay it out of the balance of 1898, as with that balance carried over to 1899 our Budget shows a deficit of 187,531 rupees, which with present liabilities amounts to 427,531 rupees to the bad, as per Statement No. 3, which has never happened before; but which, in my former despatches, I have stated would happen if we had abnormal expenditure to meet outside our Zanzibar receipts and expenditure. With no ever-increasing abnormal expenditure we could pay our way and improve the country, and make this territory the most flourishing of Her Majesty's Protectorates. Whatever may be said, by those uninterested, in the way of criticism, my above statement will prove correct. Referring to the Statement of our liabilities, it is needless for me to remind you of their origin; may I ask you, however, to bear their origin in mind when considering the Budget, and that at the present time the amount spent (since the beginning of 1897), the amount due to Arabs, and the amount estimated for the current year, totals 504,632 rupees.

May I further ask you to compare this amount with the probable liabilities of 427,531 rupees at the end of 1899, and you will at once see that were we not called upon to meet the expenditure in connection with the abolition of the legal status of slavery our financial position would be a fair one. However, recognizing that our finances are in an unsatisfactory position, it is necessary to consider what methods ought to be adopted in order to carry on the administration as it should be done; and I recommend again a return at once to the 5 per cent. *ad valorem* duty on imports for consumption in the island. This, together with the loan, will pay off our heavy liabilities and leave us with 50,000*l.* in hand for lighthouses, public works, water-works, embankments, custom-houses, &c., as shown in former despatches.

May I ask you to communicate hereon by telegram with Her Majesty's Government in order that we may at once give seven days' notice in this week's "Gazette."

I have, &c.

(Signed) LLOYD WM. MATHEWS,

First Minister and Treasurer of the Zanzibar Government.

Inclosure 2 in No. 119.

ESTIMATED General Statement of Revenue and Expenditure, 1898 and 1899.

Revenue.

Item.	1898.	1899.
	Rs. a. p.	Rs. a. p.
1. Balance carried from last year—		
(*a.*) Cash	..	225,000 0 0
(*b.*) Value of produce	18,000 0 0	25,000 0 0
(*c.*) Property sold, money due	30,000 0 0	..
	48,000 0 0	250,000 0 0
2. Actual revenue collected from customs—		
(*a.*) Pemba cloves	250,000 0 0	290,000 0 0
(*b.*) Zanzibar cloves	100,000 0 0	120,000 0 0
(*c.*) Chillies	9,000 0 0	5,000 0 0
(*d.*) Clove stems	8,000 0 0	8,000 0 0
(*e.*) Imports from foreign countries ..	28,000 0 0	18,000 0 0
(*f.*) Exports to Pemba Island	30,000 0 0	30,000 0 0
(*g.*) Imports from His Highness' dominions ..	7,000 0 0	7,000 0 0
(*h.*) Import declarations	10,000 0 0	10,000 0 0
(*i.*) Export declarations	8,000 0 0	8,000 0 0
(*k.*) Wharfage rent, import	50,000 0 0	70,000 0 0
„ „ export		
(*l.*) Stores ditto	15,000 0 0	15,000 0 0
(*m.*) Betel-nut leaves	7,200 0 0	7,200 0 0
(*n.*) Miscellaneous	10,000 0 0	15,000 0 0
(*o.*) Ivory stamping	4,000 0 0	4,000 0 0
(*p.*) Mother-of-cloves	..	..
(*q.*) Unclaimed goods	500 0 0	500 0 0
(*r.*) Gun and ammunition registration ..	200 0 0	200 0 0
(*s.*) Scales fees	3,500 0 0	3,500 0 0
(*t.*) Kerosene oil stores	10,000 0 0	10,000 0 0
(*v.*) Fish market	..	..
(*w.*) Auction commission	..	..
(*x.*) Rice and grain tax	70,000 0 0	70,000 0 0
	620,400 0 0	691,400 0 0

Expenditure.

Item.	1898.	1899.
	Rs. a. p.	Rs. a. p.
1. Civil List—		
His Highness the Sultan	180,000 0 0	180,000 0 0
Ditto, relations, pensioners, and authorized Palace retainers, including two festivals	240,000 0 0	264,000 0 0
2. Administration Department—		
Minister and staff	32,000 0 0	32,600 0 0
3. Revenue Department—		
Collector, officials, and staff	70,500 0 0	81,608 0 0
Customs, sundry expenses	14,890 0 0	11,300 0 0
Cloves Account	..	1,400 0 0
4. Port and Naval Service—		
Port Officer and staff	39,000 0 0	45,000 0 0
Miscellaneous	14,000 0 0	17,000 0 0
Saluting and signalling, steam-ship "Nyanza"	20,000 0 0	20,000 0 0
Coastguard service, Zanzibar and Pemba ..	..	24,300 0 0
5. Military and Police Department—		
Head-quarters' staff	21,500 0 0	21,000 0 0
Police	56,364 0 0	62,453 0 0
Regulars	100,056 0 0	102,050 0 0
Band	37,080 0 0	36,800 0 0
Army stores (ammunition, &c.)	2,000 0 0	2,000 0 0
Clothing and equipment	22,000 0 0	22,000 0 0
Petty expenses	7,000 0 0	7,000 0 0
Ration for prisoners and guards on duty ..	14,000 0 0	16,000 0 0
Organization of regulars at Pemba ..	..	33,000 0 0
6. Water account—		
Up-keep and sundry expenses	6,600 0 0	6,600 0 0

Revenue.

Item.	1898. Rs.	a.	p.	1899. Rs.	a.	p.
3. Water account—						
Charges collected	38,000	0	0	38,000	0	0
4. Registration and Excise Office—						
Fees collected	35,000	0	0	25,000	0	0
Liquor licences..						
5. Public Works—						
Sundry receipts..	10,000	0	0	10,000	0	0
Property account						
6. Port Service—						
Registration of dhows, canoes, boats, passenger manifest, and bill of health, &c.	24,000	0	0	26,500	0	0
7. Sanitary Department—						
Voluntary subscriptions	12,000	0	0	12,000	0	0
Survey fees						
8. Veterinary Department—						
Markets	7,800	0	0	15,300	0	0
Slaughter-house						
9. Shipping Department—						
Receipts of	90,000	0	0	70,000	0	0
10. Judicial Department—						
Fees collected	3,000	0	0	3,000	0	0
11. Post Office—						
Sale of stamps, &c.	100,000	0	0	107,400	0	0
12. Italian Benadir Company—						
Rent	120,000	0	0	120,000	0	0
13. British East Africa Protectorate, interest ..	96,000	0	0	90,000	0	0
14. Commission account and profit on change ..	1,000	0	0	..		

Expenditure.

Item.	1898. Rs.	a.	p.	1899. Rs.	a.	p.
7. Registration, Excise Department—						
Registrar and staff	16,000	0	0	16,000	0	0
8. Public Works—						
Officials, mechanics, and staff	45,000	0	0	48,000	0	0
Construction of buildings and repairing of roads—						
(*a.*) Labour	105,956	0	0	121,000	0	0
(*b.*) Materials						
(*c.*) Purchase of property						
Pemba Public Works	17,500	0	0	17,000	0	0
9. Sanitary Department—						
Superintendent Civil Engineer and staff ..	16,000	0	0	24,000	0	0
Overseers and sweepers						
10. Medical Department—						
Medical Officers	24,500	0	0	26,272	0	0
Ration, medical drugs, and comforts ..						
Leper Establishment—						
Superintendent and staff, ration	12,000	0	0	16,000	0	0
11. Veterinary Department—						
Officers and staff	12,720	0	0	15,300	0	0
Sundries						
Up-keep of stables						
12. Shipping Department—						
Pay, coal stores, &c.	90,000	0	0	118,000	0	0
Purchase of a new steam-launch and up-keep	..			21,000	0	0
13. Judicial Department—						
Delegated jurisdiction	10,000	0	0	14,000	0	0
Consulting Barrister and law expenses ..						
Consulting Kadi and assistants						
14. Post Office—						
Official and staff	27,140	0	0	37,231	0	0
Sundries						
15. Victoria Garden—						
Up-keep	4,000	0	0	8,400	0	0
16. Miscellaneous account	35,000	0	0	35,000	0	0
17. Gazette Printing Press—						
Officers and staff	15,000	0	0	18,500	0	0
Sundry expenses						
Arabic press						

15. Gazette Printing Press	17,000	0	0	18,500	0	0	18. Stationery account	3,000	0	0	3,000	0	0
							19. Furniture account	1,000	0	0	1,000	0	0
16. British East Africa Protectorate, rent.. ..	176,000	0	0	165,000	0	0	20. Interest on loan	30,000	0	0	45,000	0	0
							21. Telegram account	1,000	0	0	1,000	0	0
17. Produce of Zanzibar and Pemba plantations ..	5,000	0	0	5,000	0	0	22. Agricultural Department	26,000	0	0	31,790	0	0
18. New hut tax	50,000	0	0	65,000	0	0	23. Prison Establishment—						
							European gaol	10,000	0	0	2,400	0	0
19. Miscellaneous account	..			..			Mchangu Island gaol, now a quarantine station				22,790	0	0
							24. Survey Department	12,000	0	0	12,000	0	0
							25. Pemba Administration—						
							European officers and staff	39,000	0	0	33,000	0	0
							Native officers, Wali, Kadi, Askari, &c. ..						
							26. Abolition of the Legal Status of Slavery Department, Zanzibar, Pemba*	..			201,340	0	0
							27. Manda (Lamu) quarantine station	..			22,500	0	0
							28. Hut tax collection	..			2,000	0	0
Total receipts	1,453,200	0	0	1,712,100	0	0	Total expenditure	1,429,906	0	0	1,899,631	0	0
Estimated deficit	..			187,531	0	0	Estimated balance	23,394	0	0	..		
Grand total	1,453,200	0	0	1,899,631	0	0	Grand total	1,453,200	0	0	1,899,631	0	0

NOTE.—Last year we received the Witu money from Her Majesty's Government, 231,025 rupees, also loan from the Bank, 13,000*l.* = 195,000 rupees.

* In the Budget of last year the expenditure in connection with the abolition of the Legal Status of Slavery Department was not included. This year we have included it.

(Signed) LLOYD WM. MATHEWS,
First Minister and Treasurer of the Zanzibar Government.

Inclosure 3 in No. 119.

ESTIMATED Expenditure of the Civil List for the year 1899.

	Rupees.
His Highness the Sultan	180,000
„ „ relations, pensioners, and authorized Palace retainers	240,000
Sikuku, according to custom	24,000
Total	444,000

1899 and 1898 the same.

ESTIMATED Expenditure of the Administrative Department for the year 1899.

	Rupees.
Minister, Assistant Treasurer and staff	32,600

ESTIMATED Expenditure of the various Accounts for the year 1899.

	Rupees.
Miscellaneous	35,000
Stationery	3,000
Furniture	1,000
Interest on loan at 3 per cent., exchange R. 15/– (100,000*l.*)	45,000
Telegram account	1,000
Total	85,000

The interest last year was 30,000 rupees on 35,000*l.* at 5 per cent.
This year 45,000 rupees on 100,000*l.* at 3 per cent.

ESTIMATED Receipts and Expenditure of the Customs Department for the year 1899.

Receipts.

		Rupees.
Pemba cloves		290,000
Zanzibar cloves		120,000
Clove stems		8,000
Chillies		5,000
Imports, foreign countries—	Rupees.	
Spirits	10,000	
Tobacco	8,000	
Rice and grain	70,000	
		88,000
Imports, His Highness' dominions		7,000
Exports, Pemba Island		30,000
Import declarations		10,000
Export declarations		8,000
Wharfage		70,000
Rent		15,000
Leaves, market		7,200
Miscellaneous (fish market, Kokotoni district, auction commission account, &c.)		15,000
Ivory stamping		4,000
Unclaimed goods		500
Regulation of fire-arms		200
Scale fees		3,500
Kerosene stores, rent		10,000
Total		691,400

Expenditure.

		Rupees.
Salaries		69,000
Assistant collector		4,200
Increase of salaries		3,408
Stationery		2,500
Insurance		1,000
Cloves—	Rupees.	
Bags and jambvis	400	
Weighing	400	
Hamalage	600	
		1,400
Cranes—		
Coal	2,600	
Oil paint	300	
Water	300	
		3,200
Sundries—		
Sweeping	400	
Stamping	600	
Import and clerical work	600	
Overtime	400	
Food allowance	240	
Sundries	560	
Storing	400	
Light	400	
Uniforms	1,500	
Passage money	3,000	
Travelling allowance	500	
Incidental expenses	1,000	
		9,600
Total		94,308

	Rupees.
Estimated receipts for 1899	691,400
„ „ 1898	620,400
Estimated expenditure for 1899	94,308
„ „ 1898	85,390

Estimated Receipts and Expenditure of Port Service for the year 1899.

Receipts.

	Rupees.
Dhow registration	4,000
Passenger manifest	2,100
Crew lists	1,600
Canoe registration	4,500
Boat licences and registration	1,400
Sand ballast	7,000
Bills of health	2,400
Pilotage	2,000
Miscellaneous	1,500
Total	26,500

Expenditure.

Pay of Port Officer, staff, and police	41,000
Passages to Europe and India	3,000
Travelling allowances	1,000
Upkeep of three lighthouses, wages, &c.	6,500
Pilotage	1,500
Miscellaneous, *i.e.*, dhow and canoe regulation, quarantine, &c.	9,000
Upkeep of steam-ship "Nyanza"	20,000
Total	82,000

	Rupees.
Estimated receipts for 1899	26,500
„ „ 1898	24,000
Estimated expenditure for 1899	82,000
„ „ 1898	73,000

Estimated Expenditure of the new Coastguard Service for the year 1899.

	Rupees.
Wages of 20 men	4,800
Wages of 15 men	2,400
Paint stores, &c.	1,200
Petty expenses	1,000
	9,400
Same at Pemba	9,400
Purchase of boats for 10 stations	3,000
Building 10 stations	2,500
Total	24,300

Estimated Expenditure of the Military and Police Department for the year 1899.

	Rupees.	Rupees.
Head-quarters—		
Officer Commanding	12,000	
Second in Command	7,000	
Clerk	2,000	
		21,000
Regulars' and Barracks' Establishment—		
3 Adjutants	2,750	
8 Captains	4,300	
15 Lieutenants	4,800	
12 colour-sergeants	2,500	
38 sergeants	6,400	
35 corporals	5,200	
39 lance-corporals	5,350	
4 orderlies	1,600	
11 tailors	4,200	
4 clerks	2,000	
3 sergeant-majors	1,100	
35 arm cleaners	5,300	
11 pensioners	1,200	
12 Indian regulars	3,200	
364 privates	45,350	
		95,350
Police—		
2 Chiefs	4,200	
4 Captains	2,300	
18 Lieutenants, &c.	5,250	
9 colour-sergeants	2,250	
20 sergeants	3,750	
34 corporals and lance-corporals	5,100	
300 privates	39,600	
		62,450
Bands—		
36 Goanese	19,000	
32 Turkey	8,500	
64 natives	9,300	
		36,800
Gaolers—		
1 Captain	600	
3 Lieutenants	900	
20 rank and file	2,600	
		4,100
Gunners—		
1 Captain	600	
2 officers	700	
8 rank and file	1,300	
		2,600
Clothing and equipment	..	22,000
Ration for guards and gaolers	..	14,000
Petty expenses	..	7,000
Army stores	..	2,000
Total	..	269,300

	Rupees.
Estimated expenditure for 1899	269,300
" " 1898	260,000

Estimated Expenditure of Pemba Administration, Military and Police, for the year 1899.

	Rupees.
Head-quarters—	
Officer Commanding (Zanzibar list)	—
Clerk (Zanzibar list)	—
2 officers	900
100 rank and file	15,600
Ration	14,000
Petty expenses	2,500
Stores (Zanzibar list)	—
Clothing and equipment (Zanzibar list)	—
Total	33,000

New organization by replacing irregulars by regulars.

Estimated Receipts and Expenditure of Water-works for the year 1899.

Receipts.

	Rupees.
Water	30,000
Water-boat "Binti Baharini"	8,000
Total	38,000

Expenditure.

Wages "Binti Baharini"	2,000
Coal	1,500
Stores	1,000
Petties	100
Wages, Water-works	1,000
Repairs*	1,000
Total	6,600

Estimated receipts and expenditure for 1899 and 1898 are the same.

* This does not provide for any alterations in water-pipes.

Estimated Receipts and Expenditure of the Registration and Excise Department for the year 1899.

Receipts.

	Rupees.
Agreements and Contracts, registration of porters, &c.	4,800
Mortgages	3,000
Acknowledgment of debts	300
Sales	2,000
Chaki Chaki and Weti offices	2,000
One anna stamp papers	400
Will, judgment, gift, trusts, &c.	500
Freedom papers (no fee)	—
Liquor licence fee	12,000
Total	25,000

Expenditure.

Registrar clerks, accountant and Arabic clerks, &c.	16,000

	Rupees.
Estimated receipts for 1899	25,000
" " 1898	35,000
Estimated expenditure for 1899	16,000
" " 1898	16,000

Estimated Statement of Receipts and Expenditure of the Public Works Department for the year 1899.

Receipts.

10,000 rupees.

Expenditure.

	Rupees.
1. Town road repairs	10,000
2. Town to Waleze road	3,000
3. Waleze to Mwera road	3,000
4. Mwera to Dunga road	4,000
5. Dunga to Chuaka road	5,000
6. Chuini road	3,000
7. Chukwani road	4,000
8. Cracknall Library	6,000
9. Government building near Telegraph Office	3,000
10. Workshop building	6,000
11. Government building repairs in town	3,000
12. Koani building	2,000
13. Waleze building	2,000
14. Chuaka building	1,000
15. Customs building, repairs to sheds	1,000
16. Market repairs	1,000
17. Barracks	6,000
18. Water-works, hydrants, drains	4,000
19. Road lamp lighting	4,000
20. Telephone and electric engine	10,000
21. Coal and stores for workshop	2,500
22. Shangani landing-place	1,000
23. Buildings, Leper and Poor Establishment	2,500
24. Miscellaneous account	10,000
25. Monthly salary	48,000
26. Iron pier near Sultan's Palace	2,000
27. House at Mzizini	4,000
28. Building repairs at Mchangu Island	3,000
29. New oil godown	15,000
Total	169,000

Pemba Administration.

1. Buying sites	2,000
2. Road-making and repairs	2,000
3. Government buildings	10,000
4. Miscellaneous	3,000
Total	17,000

Estimated Receipts and Expenditure of the Sanitary Department for the year 1899.

Receipts.

	Rupees.
Voluntary subscriptions	12,000

Expenditure.

Salary of officials, inspectors, overseers, sweepers, and cartmen	16,000
Extra hands for cleaning and whitewashing, lime, and disinfectants	8,000
Total	24,000

	Rupees.
Estimated receipts for 1899	12,000
,, ,, 1898	12,000
Estimated expenditure for 1899	24,000
,, ,, 1898	16,000

Estimated Expenditure of the Medical Department for the year 1899.

	Rupees.
Medical officers, dispenser, matron, cooks, &c.	15,756
Drugs, dressings, and instruments	2,000
Vaccine, lymph	400
French Hospital bill	816
Disinfectants	500
Clothes, blankets, &c.	300
Burial of poor and destitute	500
Hospital upkeep for in-patients	6,000
Total	26,272

	Rupees.
Estimated expenditure for 1899	26,272
" " 1898	24,500

Estimated Expenditure of the Leper Establishment for the year 1899.

	Rupees.
Medical officer, assistant in churge, clerk, overseers, gardener, cook, cartman, guards, and labourers	10,600
Upkeep and ration for 60 persons	5,400
Total	16,000

Estimated Receipts and Expenditure of the Veterinary Department for the year 1899.

Receipts.

	Rupees.
Market rents	6,600
Slaughter-houses	3,600
Quarantine, &c.	5,100
Total	15,300

Expenditure.

Veterinary officer, clerks, police, rent collectors, &c.	11,820
Upkeep of a horse and carriage	540
Removal and disposal of animals	180
Sweepers for slaughter-house and markets	360
Disinfectants, coal, &c.	600
Repairs and upkeep of markets, slaughter-house, and rent	1,800
Total	15,300

	Rupees.
Estimated receipts for 1899	15,300
" " 1898	7,800
Estimated expenditure for 1899	15,300
" " 1898	12,120

ESTIMATED Receipts and Expenditure of the Shipping Department for the year 1899.

Receipts.

	Rupees.
Freight, passages, &c.	70,000

Expenditure.

Wages	46,000
Coal	28,000
Deck stores (including paints, &c.)	12,000
Engine stores	5,000
Petty and miscellaneous	12,000
Repairs (docking in Bombay, &c.)	15,000
Total	118,000

	Rupees.
Estimated receipts for 1899	70,000
„ „ 1898	90,000
Estimated expenditure for 1899	118,000
„ „ 1898	90,000

ESTIMATED Expenditure of the Port Service for the year 1899.

	Rupees.
Purchase of a steam-launch for Pemba, 1,200*l.*	18,000
Upkeep, such as wages, paint, stores, coal, &c.	3,000
Total	21,000

ESTIMATED Receipts and Expenditure of the Judicial Department for the year 1899.

Receipts.

	Rupees.
Collection of Judicial fees	3,000

Expenditure.

Delegated jurisdiction	3,420
Consulting Barrister and law expenses	5,000
Kadi, clerks, and assistants; extra for new Courts	5,580
Total	14,000

Estimated receipts for 1899	3,000
„ „ 1898	3,000
Estimated expenditure for 1899	14,000
„ „ 1898	10,000

ESTIMATED Receipts and Expenditure of the Post Office for the year 1899.

Receipts.

	Rupees.
Stamp sales	100,000
Commission on money order	5,500
Underpaid	1,500
Share of commission on money order	300
Share of postage on parcels	100
Total	107,400

Expenditure.

	Rupees.
Wages	13,296
Boat hire	300
Coolie hire	100
Petty expenses	200
Bounty fees	500
Cost of stamps	5,000
Rent of Post Office	1,000
Stationery	500
Uniforms, lights, &c.	300
Allowance for overtime	1,200
Postage to His Highness	300
Share of postage on parcels	35
Share of commission on money orders and cost of drafts	500
Carriage of mails	6,000
Passages	500
Cost of designs and plates for new issue of stamps. Estimated for in 1897 but not expended	7,500
Total	37,231

	Rupees.
Estimated receipts for 1899	107,400
„ „ 1898	100,000
Estimated expenditure for 1899	37,231
„ „ 1898	27,140

Estimated Expenditure of the Victoria Gardens for the year 1899.

	Rupees.
Pay of Curator, Indian and Arab gardeners, &c.	6,000
Sundries (seeds, pots, plants, labour, &c.)	2,400
Total	8,400

	Rupees.
Estimated expenditure for 1899	8,400
„ „ 1898	4,000

Estimated Receipts and Expenditure of the Gazette Printing Press for the year 1899.

Receipts.

	Rupees.
Advertisements	6,500
Jobbing work	8,500
Subscriptions	2,000
Bookbinding	1,000
Gazette sales and extra	500
Total	18,500

Expenditure.

Postage	800
Charges	1,300
Rent	300
Plant and stock..	2,500
Wages	13,500
Furniture	100
Total	18,500

	Rupees.
Estimated receipts for 1899	18,500
„ „ 1898	17,000
Estimated expenditure for 1899	18,500
„ „ 1898	15,000

Estimated Receipts and Expenditure of the Agricultural Department for the year 1899.

Receipts.

	Rupees.
Dunga shamba, ½ share—	
200 frasla cloves at 7 rupees	1,400
12,000 cocoa-nuts at 20 rupees per 1,000	240
Shamba daily sales and rent	50
Sale of plants, seeds, &c...	300
Sale of cocoa-nuts at Waleze	80
Total	2,070

Expenditure.

Seeds	1,000
Building (temporary buildings, thatching, whitewashing, paint, lime, &c.). .	2,000
Daily labour (including Sikuku)	350
Purchase of stock (1 donkey for Mr. Robertson)	130
Feeding stock	2,000
Miscellaneous (including house, visitors, telephone, and stationery) ..	500
Implements (plantation tools, mjamvi, vicapu, &c.)	360
Purchase of a second trap	500
„ 2 sets of harness	160
Purchase of a saddle and bridle for Mr. Robertson	70
Dunga rent	1,200
„ labour	12,000
Waleze labour	240
Mwera labour	720
Travelling expenses for Director and assistant	960
Pay of Assistant Director	3,000
„ Director..	5,200
Passage-money to England and back, if leave is granted	1,400
Total	31,780

	Rupees.
Estimated receipts for 1899 (Zanzibar and Pemba) ..	5,000
„ „ 1898 (Zanzibar and Pemba) ..	5,000
Estimated expenditure for 1899	31,790
„ „ 1898	26,000

Estimated Expenditure of the European Gaol for the year 1899.

Pay of the staff—	Rupees.
1 jemadar	600
5 sepoys	1,200
3 Swahili	320
Uniforms	120
Upkeep of gaol garden	168
Total	2,400

Estimated Expenditure of the Quarantine Island (Mchangun Island) for the year 1899.

	Rupees.
12 men at 10 rupees monthly = 120 rupees yearly	1,440
2 assistants at 250 rupees each	6,000
Medicines	1,500
Disinfectants	1,500
Incidental	1,000
Medical Officer	6,750
Stores and provisions for different classes	4,000
Steward and cook	600
Total	22,790

(Accounts not recoverable.)

Estimated Expenditure of the Survey Department for the year 1899.

	Rupees.
Pay of Surveyor and staff..	10,560
Sundry and travelling expenses	1,440
Total	12,000

1899 and 1898 the same.

Estimated Expenditure of the Pemba Administration for the year 1899.

	Rupees.
Wali, Kadi, and askari	18,000
Mr. Lister, Government Agent	4,800
Suleman-bin-Saïd and travelling agent	4,200
Sikuku present, according to custom	1,000
Travelling expenses	2,000
Upkeep of prison	2,000
Incidental expenses	1,000
Total	33,000

Estimated Expenditure of the Abolition of Legal Status of Slavery for the year 1899.

Zanzibar and Pemba.

	Rupees.
Commissioner (Mr. Last)	625
Travelling allowance	100
Commissioner's staff—2 Arab assistants, carriers, porters, and boatmen ..	312
Mwera—Wali, Kadi, and Governor's agent at Kisauni, near Chukwani ..	540
Chuaka—Wali, Kadi, and assistant clerk, Wahadimu agents	434
Kokotoni—Wali and Kadi	500
Ungujaku—Kadi	100
Zanzibar Office—Secretary (Mr. Alexander), clerk, inspectors, and Kadi ..	365
Zanzibar and Pemba—Ration-money for officers and askaris distributed by the Military Department	1,420
Head-quarters—Tundauwa, Pemba—	
Commissioner (Mr. Farler) and clerk	820
Mr. Lister, assistant to the Commissioner	100
Chaki Chaki—Wali, Police Inspectors, Kadis, Akida, and 28 askaris ..	689
Weti—Wali, Kadi, Police Inspectors, Akida, and 18 askaris	555
Masooka—Kadi and clerk	85
Kish Kash—Police Inspector, Kadi, Akida, and 10 askaris	300
Jambagombe—Akida and 4 askaris..	45
Fufuni—Akida and 6 askaris	55
Mkongwe—Ali-bin-Naser	200
Mtambwe—Nser-bin-Adi..	200
Miscellaneous—	
Travelling expenses, messengers, guides, &c., Zanzibar and Pemba ..	350
Barawa and steam-boat's coal, stores, &c.	1,650
Upkeep, rations, medicines for blind, sick, old freed slaves, &c. ..	1,500
Monthly total	10,945

	Rupees.	
Yearly total	131,340	
Compensation	70,000	
Total	201,340	= £13,422 10*s.* 4*d.*

Estimated Expenditure of the Quarantine Station for the year 1899.

	Rupees.
Manda Isiand Lamu—	
Quarantine station	15,000
For building purposes, advance to British East Africa Protectorate ..	7,500
Total	22,500

Estimated Expenditure for the Hut Tax Account for the year 1899.

	Rupees.
Collectors, ration, carriage, stationery, &c.	2,000

Inclosure 4 in No. 119.

Statement No. 3.

Liabilities.

	Rupees.
Probable deficit of 1899, as per Budget	187,531
Compensation awarded, but not yet paid	40,000
Late Seyyid Hamed's debts	200,000
Total	427,531
Or, omitting 22,000 rupees for Manda quarantine ..	405,531

Total probable Expenditure at end of 1899 on account of Abolition of Legal Status of Slavery since 1897.

	Rs.	a.	p.
Expended during 1897	109,241	10	9
" " 1898	154,050	12	3
Compensation awarded, but not yet paid	40,000	0	0
Estimated expenditure for 1899	201,340	0	0
Total	504,632	7	0

No. 120.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 3.)

(No. 21.)

My Lord, *Zanzibar, January* 11, 1899.

I HAVE the honour to inclose herewith, with reference to your despatch No. 226 of the 17th September, an Agreement which I have signed with Mr. Wilson, and under which that gentleman undertakes to act as Public Prosecutor and Legal Adviser to the East Africa Protectorate and Uganda Railway Administrations.

The text of this Agreement has been submitted to, and approved by, Mr. Cracknall.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 120.

Agreement made the 11th day of January, 1899, between Sir Arthur Henry Hardinge, K.C.M.G., C.B., Her Majesty's Commissioner and Consul-General for the East Africa Protectorate, of the one part; and Francis Harry Owen Wilson, of Zanzibar, Solicitor, of the other part.

WHEREBY the said Commissioner retains, and the said Francis Harry Owen Wilson agrees, that his firm shall act as Public Prosecutor for the East Africa Protectorate and as Legal Adviser to the said East Africa Protectorate and Uganda Railway Administrations for the period of three years from the 1st day of January instant, and shall, on their behalf, conduct all proceedings if required, both civil and criminal, upon the following terms, namely:—

The said Francis Harry Owen Wilson shall receive as remuneration therefor the sum of 600*l.* per annum, such remuneration to be inclusive of all office and other expenses, but

shall not include Court fees and other actual disbursements and travelling expenses when engaged outside the Island of Mombasa.

In the event of the construction of the Uganda Railway being completed within the said period of three years, it is hereby agreed that the terms of the above arrangement shall be open to revision.

As witness the hands of the parties hereto.

(Signed) ARTHUR H. HARDINGE.
F. H. O. WILSON.

Witness to both signatures:
(Signed) DON MACLENNAN.

No. 121.

Memorandum by Sir C. Hill on Sir A. Hardinge's Telegram No. 19, of January 31, 1899.

THE military position in East Africa and Uganda is as follows:—

In July (No. 227) Sir A. Hardinge sent home a scheme, by Major Hatch and Captain Harrison, for the increase of the force, and supported it in a long argument, based on the experience gained in Uganda. He only hesitated to recommend its immediate full application on the ground of expense, and doubts as to the possibility of enlisting Soudanese at once. The existing force in East Africa, as estimated for in 1898, was:—

Indian	306
Swahili	540
Soudanese	275
Total	1,115

The scheme proposed by Sir A. Hardinge was:—

Indian	Nil.
Swahili	400
Soudanese	600
Total	1,000

For the 1898 force the European officers were:—

Commandant	1
Second in command	1
Third „	1
Adjutant	1
Indian	2
Total	6

Sir A. Hardinge's scheme proposed to omit Indian officers and add—

Captains	3
Lieutenants	6
Total	9

The scheme was submitted to the Intelligence Division, who (24th August) agreed in general, but recommended an increase of officers, the retention of an Indian contingent for a time, and a Camel Corps.

This came out as follows:—

Indians	150
Swahilis	330
Soudanese	550
Camel Corps	100
Officers	22
Total troops	1,130

This showed an increase of 16 officers over the existing 1898 staff of 6, and of 9 over that proposed in the Hardinge–Hatch–Harrison scheme; an increase of 130 men over the latter, and of 15 men over the 1898 force. The proposal, however, only contemplated the retention of the Indian force for two years, till the new recruits could be trusted, when 150 Indians and 2 officers would have been withdrawn, thus leaving the numerical strength of the force slightly below that of the Hardinge scheme, and some 150 less than at present.

In discussion, the Camel Corps was struck out, thus reducing the Intelligence Division scheme by 1 officer and 100 men, and leaving the force at 21 officers and 1,030 men, of whom 2 officers and 150 men would leave in two years' time, making the force eventually, 19 officers and 980 men.

The estimated cost of the existing force for 1898 was 31,775*l.*

That of the Intelligence Division force, minus Camel Corps, is 38,000*l.* for the first two years, and 31,000*l.* when the Indian contingent is withdrawn, showing an increase for two years of 6,225*l.*, and a saving subsequently of 775*l.*

The normal distribution of the force, so far as is known here, has hitherto been :—

Indian contingent	300 men,	Mombasa.
East Africa Rifles	235 „	„
„ „	159 „	Tanaland.
„ „	171 „	Ukambani.
„ „	250 „	Jubaland.
Total	1,115 „	

There were only six officers in charge of these men: two with the Indian contingent, and four with the natives and Soudanese. The troops away from these officers were commanded by civilians or native officers and native non-commissioned officers.

The area which these troops are required to control extends over 667,680 square miles, a country three times the size of Germany, over more than half of which we already exercise jurisdiction.

In the neighbouring Protectorate of Uganda, prior to the mutiny at the end of 1897, we had a force consisting of 1,185 officers and men, and 335 reserve, distributed approximately as follows :—

Unyoro	500
Toru	100
Buddu	200
Uganda	300
Port Alice..	100
Port Victoria	50
Mumias	50
Lubwas	200

Of the seven officers attached to the Uganda Rifles there were, at the outbreak of the mutiny, five in the Protectorate, exclusive of those attached to the Macdonald expedition. The insufficiency was obvious, and the reorganization scheme sanctioned in December 1897 provided for a force of :—

Indians	400	
Swahilis	700	
Soudanese..	700	
	——	1,800
Officers	40	
Non-commissioned officers	17	

This force naturally took time to get together, and, consequently, a regiment from India had to be called in which still remains up-country.

The nominal strength of the Protectorate force is now as above. Of these it is believed that 400 are now with Colonel Martyr on the Nile, and 100 with Colonel Macdonald.

The Indian regiment, comprising 15 officers and 720 men, is also in the Protectorate, but it is intended to withdraw it as sson as the local authorities think that the situation admits of the step.

It is difficult to say exactly the cost entailed by the presence of the Indian regiment (27th Bombay) in Uganda. The entire cost of a native infantry regiment in India per annum is about 20,000*l.*, the men rationing themselves out of their pay. We bear the whole expense of the regiment from the time of its leaving India, including foreign service

batta. The cost of feeding the men in Kampala has been estimated at no less than 5 rupees a-head a day, including the transport charges from the coast; for the country does not produce in sufficient quantity the sort of food they require. If the above estimate of food is correct, the cost of the regiment to us in Uganda for pay and food alone is at the rate of 107,000*l.* a-year.

Its indirect cost is incalculable, raising as it does the price of wages and living, and creating discontent amongst the Arab troops by its luxurious arrangements. A civil officer of the Protectorate told me yesterday he had been glad to buy for his own use the grain which was rejected by the Commissariat of the regiment.

The Uganda Protectorate as defined in the Gazette of the 17th June, 1894, at first comprised the territory known as Uganda Proper, bounded by the territories known as Usoga, Unyoro, Ankole, and Koki. On the 30th June, 1896, the Protectorate was enlarged by Gazette notice as follows:

"*Extract from the 'London Gazette' of Friday, July* 3, 1896.

"*Foreign Office, June* 30, 1896.

"The territory of Unyoro, together with that part of the British sphere of influence lying to the west of Uganda and Unyoro, which has not hitherto been included in the Uganda Protectorate, is placed within the limits of that Protectorate, which includes, also, Usoga and the other territories to the east, under the administration of Her Majesty's Commissioner and Consul-General for the Protectorate."

The area of this extended Protectorate is, roughly, 70,000 square miles. The normal distribution of troops over this area is shown on the annexed map.* The eastern posts are necessary to secure the line of communications; those to the west and north hold the territories between Uganda proper and the Congo State, and those bounded by the Nile till it strikes Lake Albert. The only extension made of late years is that necessitated to keep up a base for Colonel Martyr's expedition.

In East Africa there has been some advance north of Kismayu, caused by the threatening attitude of the Ogaden Somalis, but our outposts have not been pushed far inland, and the civil administration of Kitui, which has been sanctioned, and is being provided for in the Estimates, calls for some military protection, while other developments in Ukamba and Tanaland are under consideration.

The map sent herewith shows also the normal distribution of the East Africa forces.

Taking the two Protectorates together, we have an area of 737,680 square miles, nearly twice the area of France and Germany combined, and a normal force, if the Intelligence Division scheme is adopted, of 61 European officers and 2,830 native troops to hold it.

The force in East Africa is the only reserve available for the force in Uganda without calling on Imperial or Indian troops. Its value in that respect increases daily as the railway advances.

C. Ll. H.

Foreign Office, February 3, 1899.

No. 122.

Foreign Office to Mr. J. A. Simson.

Sir *Foreign Office, February* 3, 1899.

I AM directed by the Marquess of Salisbury to transmit to you three Notifications, signed by his Lordship, of your appointment as Emigration Agent in India for the East Africa, Uganda, and British Central Africa Protectorates respectively.

I am also to inclose copies of the Notification of your appointment as General Agent in India for the above-mentioned Protectorates.

Copies of all these documents have been sent to the India Office, with the request that

* Not printed.

they may be communicated to the Government of India and inserted in the official Gazettes of India and of Bombay.

I am, &c.
(Signed) T. H. SANDERSON.

Inclosure 1 in No. 122.

Notification.

IN exercise of the powers conferred by section 14, sub-section (1), of "The India Emigration Act, 1883," the Secretary of State for Foreign Affairs is pleased to appoint, subject to the approval of the Indian Government, Mr. J. A. Simson to be Emigration Agent in India for the British East Africa Protectorate.

(Signed) SALISBURY.

Inclosure 2 in No. 122.

Notification.

IN exercise of the powers conferred by section 14, sub-section (1), of "The India Emigration Act, 1883," the Secretary of State for Foreign Affairs is pleased to appoint, subject to the approval of the Indian Government, Mr. J. A. Simson to be Emigration Agent in India for the Uganda Protectorate.

(Signed) SALISBURY.

Inclosure 3 in No. 122.

Notification.

IN exercise of the powers conferred by section 14, sub-section (1), of "The Indian Emigration Act, 1883," the Secretary of State for Foreign Affairs is pleased to appoint, subject to the approval of the Indian Government, Mr. J. A. Simson to be Emigration Agent in India for the British Central Africa Protectorate.

(Signed) SALISBURY.

Inclosure 4 in No. 122.

Notification.

IT is hereby notified, for general informatiou, that Her Majesty's Principal Secretary of State for Foreign Affairs has appointed Mr. J. A. Simson to be the General Agent in British India of the British East Africa Protectorate. The powers vested in him as such Agent can be ascertained on application to him at his principal office, Bombay.

Inclosure 5 in No. 122.

Notification.

IT is hereby notified, for general information, that Her Majesty's Principal Secretary of State for Foreign Affairs has appointed Mr. J. A. Simson to be the General Agent in British India of the Uganda Protectorate. The powers vested in him as such Agent can be ascertained on application to him at his principal office, Bombay.

Inclosure 6 in No. 122.

Notification.

IT is hereby notified, for general information, that Her Majesty's Principal Secretary of State for Foreign Affairs has appointed Mr. J. A. Simson to be the General Agent in British India of the British Central Africa Protectorate. The powers vested in him as such Agent can be ascertained on application to him at his principal office, Bombay.

No. 123.

*Foreign Office to War Office.**

Sir, *Foreign Office, February* 4, 1899.

I AM directed by the Marquess of Salisbury to transmit to you, to be laid before the Secretary of State for War, the accompanying copy of a despatch from Her Majesty's Commissioner and Consul-General in the East Africa Protectorate,† in which is inclosed a Report on the recent military operations against the Ogaden Somalis.

These operations were conducted by Major W. Quentin, 4th Bombay Rifles, in command of the portion of that regiment sent to East Africa and the newly-arrived Indian contingent of the Uganda Rifles, which was detained for the purpose.

I am to request you to inform the Secretary of State for War that Lord Salisbury desires to avail himself of this opportunity of expressing his high appreciation of the value of the services rendered during these operations by the officers and men engaged.

I am, &c.
(Signed) FRANCIS BERTIE

No. 124.

Colonial Office to Foreign Office.—(Received February 6.)

Sir, *Downing Street, February* 3, 1899.

IN reply to your letter marked "Confidential," and dated the 15th December, 1898, relative to the reimposition of import duties in the town of Zanzibar, in which you asked for copies of any Colonial Regulations for bonded warehouses which were likely to suit the conditions of that town, I am directed by Mr. Secretary Chamberlain to request that you will inform the Marquess of Salisbury that the Governors of the Gold Coast and Lagos will be instructed to send home copies of all Regulations issued in those Colonies as to bonded warehouses; but that, with the exception of the Trinidad Customs Ordinance, No. 14 of 1880, of which a copy is inclosed,‡ he is unable to suggest any special Colonial Laws or Regulations as likely to be of use to your Department for this particular purpose. It appears to him, however, that, in dealing with a depôt and transit trade, the best course would be to confine the import duties to a few articles largely or mainly consumed in Zanzibar, leaving as large a free list as possible.

2. I am to add that possibly the proposed arrangements for levying opium duties on behalf of the Chinese Government in the present free port of Hong Kong may, if carried into effect, be some guide for the case of Zanzibar, although they will be devised solely with reference to opium in transit to the mainland of China.

I am, &c.
(Signed) H. BERTRAM COX.

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* Also to India Office. † See Part LV, No. 179. ‡ Not printed.

No. 125.

Suggestions communicated by Sir R. Webster, February 6, 1899, in reply to Mr. Brodrick's Letter of January 31, 1899.

WHAT we suggest is that it should be left to the owner of the slave who has escaped to seize his property himself. We think that he ought to be required after any such seizure forthwith to give notice of the fact to the nearest Magistrate, and that he should be subject to a penalty if he fails to do so. This will be some safeguard against the seizure of persons who are not in fact slaves, and will enable the Magistrate to check in some measure cruel treatment of a recovered slave.

The issue of several warrants is a measure of very exceptional nature, which in this country is employed only in aid of the criminal law. It does not appear that it existed in the Protectorate before the country was taken over by Great Britain.

Moreover, having regard to what has passed in the House of Commons on this subject, we think it impossible successfully to defend the executing by British officers of forcible process for the purpose of retaking and handing over an escaped slave to his master. It does not appear that there was any process of this kind in force in the territory over which we have assumed the Protectorate or that when we assumed it we undertook to maintain in force any such process.

The obligation to maintain the law of Islam is satisfied if property in slaves is recognized in the Courts and damages awarded against those who entice them away or harbour them, and as against the slave himself so as to be a bar to any proceedings taken by him as against his master.

We have nothing further to add to our Report of the 29th November, 1897.

R. E. W.

No. 126.

Sir A. Hardinge to the Marquess of Salisbury.—(Received February 6.)

(No. 21.)

(Telegraphic.) *En clair.* *Mombasa, February 6, 1899.*

YOUR Lordship's telegram to Craufurd No. 19.

I have discussed Uganda transport question fully with Chief Engineer and Mackinnon. We think it very inadvisable to repair road from Eldoma to Mumia's so as to make it practicable for carts, as this would apparently entail an expenditure of 10,000*l.* merely to put road in such a state as to be carriagable during the few dry months of the year.

Chief Engineer considers metalling practically impossible in view of difficulty attending transport of materials. Railway will probably have reached lake before metalling complete. Under circumstances, we recommend substitution of pack animals for carts on Eldoma-Mumia's section: this will save about 12,000*l.*, allowing for smaller staff of drivers, askaris, &c., required if pack animals supersede carts. We think suggested construction of roads* from Nakuro to Kitoto and Kitoto to Mumia's would entail an expense out of all proportion to its advantage as new cart road across Mau escarpment, would cost as much as repairs to present road, and there would be same difficulties as to metalling, whilst engineering obstacles on Nandi escarpment would, in Whitehouse's opinion, make construction of road between Kitoto and Mumia's impossible save at very heavy cost. A track will be made by railway survey parties between Nakuro and Kitoto for pack animals by time steamer is on lake, until which date this route would be useless: for present we think most practical course retention of existing route, using pack animals from Eldoma to Mumia's and porters beyond: cost of native staff required could be reduced by 2,000*l.* a-year by substituting Swahilis for Cape boys and Indians, most of whom can be got rid of in next few months, and by requiring authorities of districts traversed to protect stables erected at various stages along road by local patrols, instead of quartering permanent transport guard at each. This will save any further expenditure in road making, and will reduce Mackinnon's estimate from 46,000*l.* to 44,000*l.* Some slight further reduction may be effected, but fear no greater saving possible at present.

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* Branch roads.

No. 127.

*Foreign Office to Captain Godfrey.**

Sir, *Foreign Office, February* 6, 1899.

WITH reference to my letter of to-day's date, notifying to you your appointment to the East Africa Protectorate forces, I am directed by the Marquess of Salisbury to instruct you to proceed to Cairo on the 9th instant, where you should place yourself under the orders of Brevet-Major Harrison, D.S.O., 2nd in command of the Protectorate forces, and assist him in engaging recruits. You will receive half pay from the date of your embarkation and full pay from the date of your arrival in Egypt, with a maintenance allowance of 1*l.* a-day whilst in Egypt. You should render your accounts to Major Harrison for transmission to this Department, and you will receive orders from him as to accompanying any batch of recruits to Mombasa.

The Crown Agents of the Colonies will arrange for your passage, and you should call on them for that purpose.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 128.

Foreign Office to Treasury.

Sir, *Foreign Office, February* 8, 1899.

I AM directed by the Marquess of Salisbury to inclose, to be laid before the Lords Commissioners of Her Majesty's Treasury, a Supplementary Estimate of the sum required to meet the deficiency on the Vote for Uganda, Central and East Africa Protectorates, for the year ending the 31st March next, amounting to 256,000*l.*

I am to explain that the reason why so large a sum is required is owing to the necessity of sending relief to Uganda on the occasion of the mutiny, and to the heavy cost of transport arising from the dearth of porters and the mortality among the draught cattle.

Sir A. Hardinge reports that the expenditure at Mombasa outside the original Estimate to the 31st March next on account of the relief expedition—

	£
Will amount to	110,275
And on transport to	17,471
	127,746

To which has to be added the following items:—

		£
Claims from India Office for expenses connected with the troops sent from India		25,474
Mules purchased through Crown Agents		12,500
Donkey saddles purchased through Crown Agents		2,500
Recruiting depôt at Mombasa—	£	
Building	600	
Salaries	700	
		1,300
Stores		6,000
Two-third share of the cost of telegraph construction beyond railhead (cost, 10,600*l.*)		7,067
House at Kampala		230
Superintendent of Marine		400
Bombay Agent (share of expenses)		150
New steam-launch		12,000
New boiler, &c., for launch recaptured from mutineers		1,800
Total for Uganda		197,167

* Also to Lieutenant Osborn and Lieutenant Stayner.

Although the sum required to meet the expenses of the East Africa Protectorate is not so large as that for Uganda, still the extra grant is considerable in order to meet the following disbursements, which were not provided for in the original grant :—

	£
Ogaden Expedition	8,748
Witu, repayment to Zanzibar Government cost of administering on behalf of Her Majesty's Government in 1893–95	15,596
Expenses of 4th Bombay Rifles	11,591
Takamugua and Mweli expedition	866
Telegrams	3,246
Kismayu Residency	474
Cattle plague	818
Famine relief	1,000
Legal expenses	382
Public works	2,840
Sultan's receptions	100
Askaris at Ukamba	254
Belongoni Canal (to complete)	190
Post and telegraph (salary of Postmaster-General at Mombasa)	75
Total addition reported by Sir A. Hardinge	46,180

To which has to be added the following items :—

	£
One-third share of cost of telegraph construction beyond railhead	3,533
Compensation to a Somali Chief for losses	105
Mombasa godown transferred from Estimate for 1899–1900	1,500
Bombay Agent (share of expenses)	150
Purchase of Mr. Bennett Stanford's Maxim gun	350
Plague camp (portion of 2,000*l.*)	1,000
Expenses of recruiting Soudanese for East Africa Rifles, and passages ..	1,300
Total for East Africa	54,118

Finally, it is anticipated that a further grant of 5,000*l.* will be required for the British Central Africa Protectorate to defray the following expenses not provided for in the original grant-in-aid :—

	£	
Gun-boat (balance of 8,000*l.*)	3,000	
Bill drawn on Crown Agents for deferred pay to time-expired Sikhs	7,000	
Cost of policing Rhodesia to 31st March, say	5,000	
Salaries, additional under the arrangement which came into force on 1st July last	780	
		15,780
Deduct—		
Contribution by South Africa Company for policing Rhodesia, to take effect from 1st April, 1898	8,000	
Sale of old gun-boat	2,500	
		10,500
Net sum required		5,280

I am to add that Lord Salisbury is fully conscious of the heavy calls made by the African Protectorates on the Public Exchequer during the current year, and that pending the completion of the Uganda Railway, which will greatly facilitate transport, he is issuing orders to check all avoidable movements of troops.

It is hoped to bring away the Indian regiment from Uganda as soon as this can be done with safety.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 129.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 9.)

(No. 23.)
(Telegraphic.) *En clair.* *Mombasa, February* 9, 1899.

YOUR Lordship's telegram No. 22.

No increase of pack animals or reduction of carts, saving on Mackinnon's original estimate, 2,616*l.*, in addition to at least 10,000*l.* on assumption that repairs to Eldoma-Mumias road abandoned.

No. 130.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 35.)
Sir, *Foreign Office, February* 9, 1899.

THE revised draft of Game Regulations for the East Africa Protectorate, inclosed in your despatch No. 302 of the 29th September, 1898, has been carefully considered, and I now transmit printed copies of the same, with certain additions on which I should be glad to have your remarks before the draft is finally settled.

The definitions of "native" and "non-native" have been omitted. By the time the Regulation comes into force the Order in Council amending the East Africa Order in Council, 1897, *i.e.*, "The East Africa Order in Council, 1899," of which the draft was sent to you on the 29th December, will, no doubt, have become operative. Regulations will in future be issued under that Order and the definitions laid down in it will control them. You should, however, report how far the definition of "native" will affect in practice the treatment of natives of Uganda visiting the East Africa Protectorate who will, strictly speaking, not come within the category of "natives" as defined in the new Order. It will probably be found that no practical injury will accrue from a somewhat lax application of the Regulations so far as such persons are concerned. After section 2 a fresh Article (3) has been inserted, to the effect that no game shall be killed in a game reserve except as provided in the Regulations. The original draft was not quite explicit on this point. Article 4 of the original draft now becomes Article 5, and, in section (*a*) of the same, words have been inserted to include officers serving on board of any of Her Majesty's ships on the East India Station.

In section (*c*) of the same Article "buffaloes" have been added to the list of animals of which two only may be killed. The cattle plague has recently raged to such an extent in East Africa that this addition is thought necessary for the present.

In section (*d*) the annual fee of 5*l.* charged to settlers has been reduced to 3*l.*, the figure at which the licence for officials is fixed. Such settlers will, of course, be able to shoot game beyond their own district on the same condition as other "non-natives." The object of the section is to allow settlers to shoot a reasonable amount of game for food without seriously affecting the stock.

In section (*f*), after the words "a licence to kill game over any part of it," the words "not being a game reserve" have been omitted. If this section is read with Article 11 it is not clear what rights a native residing in a game reserve will have.

It will probably be found impossible in practice to prevent natives of a game reserve from killing game within it, and it will, therefore, be better that the Sub-Commissioner should have power to regulate the conditions upon which they shall be allowed to kill it. One of these conditions might be that they should not be allowed to use fire-arms for the purpose.

Articles 9 and 10 are new. The former is meant to preserve fish and is taken from Regulations in force in South Africa; the latter is intended to prevent the wholesale destruction of birds for the sake of their plumage.

In Article 11 the maximum fine has been raised from 5*l.* to 50*l.* The former would have been insufficient to restrain rich sportsmen from entering a game reserve.

It is obviously a matter of difficulty to frame Game Regulations for a country like East Africa which shall be practicable of execution and not unduly prohibitive. The best that can be done is to give the local officials power to prevent wholesale

destruction whilst interfering as little as possible with legitimate sport, or the necessities of settlers and travellers, and the rights of natives. If, when the Regulation is settled, any of its provisions are found to be either unduly stringent or insufficient to secure the objects in view, the Sub-Commissioners should point out the defects, and you should furnish a report in order that the defects may be remedied.

It may be worth considering whether it would be possible to attach to each caravan passing through a game country, and to every sporting expedition, a native specially charged with the duty of keeping an account and furnishing a report of the class and quantity of game killed during the trip.

I shall be glad to learn whether in your opinion there is any part of the Protectorate favourable for the establishment of "peddahs" for the capture and taming of elephants.

I am, &c.
(Signed) SALISBURY.

No. 131.

Mr. Berkeley to the Marquess of Salisbury.—(*Received February* 10, 1899.)

(No. 155.)
My Lord, *Kampala, November* 12, 1898.

IN obedience to the instructions contained in your Lordship's despatch No. 125, of the 12th August last, relative to the late Soudanese mutiny and the valuable services rendered by the various missionaries in the Protectorate as testified by Her Majesty's responsible officers, I have the honour to report that at a recent "Baraza," largely attended by Europeans and Chiefs, and convened for the purpose, I delivered to the representatives of the several missions here, your Lordship's message conveying the sense entertained by Her Majesty's Government of their valuable services, and which was received with much appreciation.

I have the honour to inclose herewith copy of a circular letter that I had previously addressed to them, and of the reply which I received from Archdeacon Walker, who, in the temporary absence of Bishop Tucker, was in charge of the Church Missionary Society's Mission, and which I would venture especially to submit, as it contains, together with a special expression of thanks, sentiments towards this Administration which I trust your Lordship may read with pleasure.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 131.

Commissioner Berkeley to Heads of Christian Missions.

Venerable Sir, *Kampala, October* 31, 1898.

I HAVE the honour to inform you that I have received directions, from Her Majesty's Principal Secretary of State for Foreign Affairs, to convey to the Mission, of which you are the distinguished head in the absence of Bishop Tucker, the sense entertained by Her Majesty's Government of the valuable services rendered by your Mission during the critical time that arose out of the mutiny of last year of part of the Soudanese troops employed by this Administration.

I would beg to assure you that it is with a feeling of high gratification that I find myself entrusted with this commission, and I shall be much obliged and honoured if you will, with such members of your Mission as circumstances may allow, be so good as to attend at a public baraza on Wednesday, the 9th November next, when I would propose to carry out the instructions received by me from the Marquess of Salisbury.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure 2 in No. 131.

Archdeacon Walker to Commissioner Berkeley.

Church Missionary Society, Namirembe,
November 1, 1898.

Sir,

I HAVE the honour to acknowledge the receipt of the letter you have so kindly sent us to-day, conveying the thanks of Her Majesty's Government to the members of the Church Missionary Society in Uganda for the help that they were able to give to the Uganda Administration during the past year. May I ask you kindly to let the Representative of Her Majesty's Government know how much honoured and gratified the members of this Mission feel by this recognition of their efforts to help the Uganda Administration during the mutiny and rebellion.

I would further beg to be allowed to add that the sacrifices the Church Missionary Society has been called upon to make have been the more readily and cheerfully made on account of the high appreciation that the members of this Mission have for the fairness and consideration with which the Representatives of Her Majesty's Government in Uganda treat the peoples in the Uganda Protectorate.

I have, &c.
(Signed) R. H. WALKER.

No. 131*.

Mr. Berkeley to the Marquess of Salisbury.—(*Received February* 10, 1899.)

(No. 156.)

My Lord,

Kampala, November 12, 1898.

WITH reference to your Lordship's despatch No. 124 of the 12th August last respecting the Soudanese mutiny in this Protectorate, and the loyalty displayed by the Waganda Chiefs, I have the honour to state that, in accordance with your Lordship's instructions, I summoned a "Baraza," and publicly expressed to the Chiefs present the gratification felt by Her Majesty's Government at the support afforded by them to the Protectorate during the late disturbances.

The Chiefs displayed great interest in the proceedings, and appeared highly gratified that their efforts should have been so appreciated by Her Majesty's Government, and I have every reason to think that the proceeding will still further stimulate their loyalty and goodwill.

They were much pleased on learning that the question of a special medal was under consideration.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

No. 132.

Mr. Berkeley to the Marquess of Salisbury.—(*Received February* 10, 1899.)

(No. 161.)

My Lord,

Kampala, November 28, 1898.

I HAVE the honour to lay before your Lordship herewith the Estimates for this Protectorate for the financial year 1899–1900.

I very much regret that the expenditure, for which I have to solicit your Lordship's sanction, should amount to so large a sum, but it has seemed to me practically impossible, for the purpose of efficient organization, to bring the various items to a lower total, apart from the detailed reasons which I venture to submit to your Lordship below, and apart from the large item for military expenditure, in regard to which Colonel Ternan, D.S.O., commanding the troops, has furnished a full report, inclosed herewith, I have had before me two main considerations.

The first, that the Protectorate now emerging from a very troubled period into more peaceful and favourable conditions, really requires, in the way of administration,

all the assistance that may reasonably be asked for and granted, in order to make up for lost time, and resume good progress and development. The second, that with the fall of Omdurman, and the establishment of Anglo-Egyptian Government as far south as Fashoda, our efforts, doubtless only tentative at first, but, I trust, destined ere long to succeed, to come into neighbourly and commercial touch with the territories so recovered, should start from and rest upon as efficient a basis as circumstances will allow. Moreover, the advance of the railway and the influence which it must necessarily have upon the early development of the resources of this Protectorate, would seem to afford another strong reason for strengthening the hands of the Administration, and fitting it to cope with wider duties and interests than heretofore.

I venture now to submit to your Lordship explanatory details regarding all the principal items in the Estimates.

Expenditure.

Salaries of Civil Staff.—Increase, 12,085*l.*

In asking for this considerable increase, I have the honour to submit to your Lordship that with growing interests and a growing administrative area this increase has appeared to me to be practically unavoidable. Inclosure 2 shows the proposed distribution. In the first place, I would beg to strongly recommend that the Commissioner's Office may be brought up to the strength proposed. The recent arrival of a Secretary, Mr. Platt, has already brought great assistance to the clerical or office part of the work. But beyond this I would venture to draw attention to the fact that in so large an Administration, operating over so large an area, and in circumstances of no small complexity, there arise, apart from purely administrative questions, numberless minor points of domestic organization and routine, in regard to every one of which the sanction or decision of the Commissioner is required. However small the point may be, he must, nevertheless, examine it in detail in order to justify to himself his decision. This takes a very great deal of time, and continuously. If, therefore, an Assistant Commissioner were appointed, it would be of the greatest assistance, for the latter's position and experience (assuming that he would be selected from the staff) would justify his dealing with much that now occupies the Commissioner's time, and undoubtedly prevents him from attending with more sustained effort (in the measure of his ability) to the many questions of policy, administration, and commerce which influence the course of general progress; and perhaps I may venture to add, that when, as must unfortunately from time to time occur, the Commissioner is temporarily incapacitated from duty, the work of his office comes in so far to a standstill, that there is no one in his office officially qualified to deal with the daily routine of work. I venture to hope that, in these circumstances, your Lordship may feel disposed to favourably consider this proposal, which, if sanctioned, would, I feel convinced, really have useful results.

With regard to the Secretary, I would beg to recommend that his salary should be fixed at 400*l.*, with the rank of Second Class Assistant. The gentleman who at present holds the position has trained experience of official work, and if I might hope that this will always be the case (assuming that Mr. Platt is only here temporarily), it would seem suitable, if I may take upon myself to express an opinion, that he should have some advantage over the bulk of Third Class Assistants who join the Administration without previous experience of the work they come to undertake. Should your Lordship favour this view, it might perhaps at the same time be understood that the Secretary would be eligible for promotion to the First Class rank, similarly to Second Class Assistants.

With regard to the General Administrative staff, I would most respectfully beg your Lordship to take into favourable consideration the opinion, which experience has led me to form, that there should, as far as possible, always be two Europeans at a station, while Kampala, which is really a very busy centre, requires more. The distribution sheet (Inclosure 2) will show that it would require a larger staff than I may venture to ask for to place two civilians at every station, but in the smaller stations where only one appears there would be a military officer also, while in Kavirondo and Usoga three small proposed stations are more in the nature of off-shoots from the central one, and in convenient touch with it. Even so your Lordship will observe that a considerable increase results. Undoubtedly, in various cases, the military officer could be asked, and would, no doubt, readily consent, to discharge civil

duties also. But there are real objections to such arrangements, which should, I think, be avoided if possible. In the first place the European (military) officer would then himself be alone, a condition which I feel convinced is unsound, if only for reasons of health, and secondly, as his military duties must come before all others, he might, with the best will in the world, be obliged to occasionally neglect the civil duties he had undertaken, greatly to the detriment of accounts and general records. Moreover, he may, at any time, have to move in connection with military operations, whereupon the station would be practically abandoned (for all administrative purposes). In these conditions, I trust your Lordship will not consider the number of officials asked for to be excessive. But if the staff, as so proposed, is reasonable, it seems clear that it ought to be permanently present. This, however, on account of leave of absence, which, owing to the distance at which we are from England, amounts generally speaking to a year, cannot be encompassed without a supply of officials in excess of the number actually shown on the distribution sheet, in fact without a "reserve" which shall be practically equivalent to the number of men on leave. I have estimated the number so required at twelve, and it has seemed to me to be the most economical and at the same time quite sufficient plan that these should be Third Class Assistants, rather than a reserve of each class. Temporary vacancies in the higher classes would be filled by acting appointments from the next below.

I do not know whether there exists any technical objection to having more men employed than are actually shown at their posts on the distribution sheet, but if so I venture earnestly to beg that it may not in this case govern the question, for I do not see how else the necessary staff (whatever may be the number your Lordship eventually fixes it at) can be maintained on the spot. Of course it would be quite easy to add another Third Class Assistant to each of twelve stations on the distribution sheet, but that would give a wrong impression of the staff that is really available locally for the work of the Administration, and I have, therefore, submitted the question at some little length, as it is one which I venture to think of real importance.

The First Class Assistant is the official in charge of the district itself, and should, I think, be as much as possible relieved from actual station work, in order that he may visit the territory in detail, make himself practically acquainted with, and periodically report upon, its condition, its features, trade, and potentialities of development. I have taken this desideratum into consideration in establishing the subordinate staff.

I have also allowed for four civilians in the Nile district, which would comprise the newly-established stations (military as yet) at Wadelai, Dufile, and in the Shula country. This will constitute our first step towards administrative expansion northwards, and I believe that there is very good reason to hope that useful commercial results will rapidly follow. Reconnaissance further north will, I presume, for some time yet, be more in the nature of military enterprise.

Before leaving the subject of the civil staff I would respectfully submit to your Lordship the question of whether it might not be just and desirable to give its chief members some fixed official standing that may establish their position in regard to their military colleagues. At present there are four First Class Assistants who are Vice-Consuls, not, however, in accordance with their seniority as First Class Assistants, and one of them is the Legal Vice-Consul. I would venture to recommend that the proposed Assistant Commissioner should be given the rank of Consul, and that First Class Assistants should be given that of Vice-Consul. Appointments of this nature that have hitherto been made specifically state that no claim on the Consular service arises therefrom, and I venture to hope, therefore, that your Lordship may not be indisposed to approve of this recommendation, which would remove the (officially) somewhat inconvenient doubt that exists as to the relative position between military officers and the senior members of the civil staff. Finally, I trust your Lordship will be pleased to sanction the engagement of the clerks asked for. Assistance of this nature is very greatly needed throughout the stations.

Medical Department.—Increase, 2,920l.

The increase in question is due to the larger number of hospital assistants and compounders, which is consistently recommended by the medical officers, and to a more considerable indent for medical stores, which has become necessary owing to an increased staff and the establishment of new stations. I am under the impression that Dr. Moffat, the Principal Medical Officer, being at home on leave, will have

prepared a medical indent, but, not being quite sure that this was actually arranged, I transmit herewith, subject to his views, or to any estimates he may have prepared, an indent for stores (Inclosure 28), which has been drawn up by Dr. Hodges, Medical Officer at head-quarters. The proposed medical staff is set forth in Expenditure Schedule No. 2 (Inclosure 10).

Military and Police.—Increase, 41,918*l.*

I have the honour to inclose herewith a Report by Colonel Ternan, D.S.O., commanding the troops, setting forth the circumstances in which he recommends increased military expenditure to the extent of 38,537*l.*, as set forth in detail in the Estimates that accompany his Report (Inclosure 12).

The size and the requirements of the Military Department have recently reached an importance that renders it somewhat difficult for a civilian to discuss their details, and I presume the matter is more one for your Lordship to consider, in conjunction with the War Office authorities, than for me to examine. The distribution of troops recommended by Colonel Ternan seems to me to be in accord with the needs of the Protectorate, and I need only refer to one or two particular points in the Report. The fact that, for some time past, fourteen companies have been employed, instead of the contemplated twelve, arises out of a variety of circumstances which I propose to submit to your Lordship in a separate despatch that shall follow without delay. The proposed half-battery (mule) is not included in the Estimates, but only put forward as a recommendation to be considered by your Lordship and the War Office authorities. The proposal to form and train Maxim-gun parties (porters) would seem to be a very good one, as undoubtedly such a gun, in the charge of a trained party, must become much more serviceable for prompt use in the field. A small special Transport Corps for local purposes, such as proposed, must also, I should think, prove very useful, though I feel more doubtful as to whether, in the event, it will result in an actual deduction from the general costs of transport provided by the civil side. The "thousands of porters" to whom Colonel Ternan refers a little further on are, of course, at this moment, largely employed in carrying rations for the Indian troops in the field, and generally in connection with the military operations that are still being carried on in pursuit of the remaining mutineers and their allies, while a number, of course, are also employed in connection with operations to the north. Colonel Ternan's recommendation in regard to a small military medical department seems to me desirable, as it has not been, and will not be, always easy to detach a civilian doctor from his post for military purposes. The remainder of the increase, namely, 3,381*l.*, is for police, of which an organized body is much needed for station purposes. In their absence the military department must be called upon, but as the troops have their own drilling and other military work to do, the arrangements cannot be made to work satisfactorily, nor can the soldiers, even could they be spared, be placed at the complete disposal of the official as station police should be. I trust, therefore, that this necessary item may be granted.

Native Staff.—Increase, 6,368*l.*

This increase, though large, can scarcely be avoided, in presence of the general development of operations and European personnel. The numbers have been carefully calculated in accord with the requirements of each station, and, I venture to hope, may be allowed to stand.

Transport and Passages.

I regret to be unable to submit to your Lordship a complete Estimate under this head. The misfortunes that have overtaken transport between the coast and Uganda through cattle disease, and the deterioration of the road, owing to heavy and continuous rains, have upset all previous calculations, and even now make it practically impossible to estimate with any accuracy what expenditure will be necessary next year in order to put the establishment definitely on an efficient footing. It is probable that more information is available at home than here for the purpose, and it may be that Dr. Mackinnon, the Director of Transport, who, I regret to say, has been very ill at

the Eldoma Ravine Station, but has now gone on to the coast, may have been able to make, or is occupied in making, some Estimates to forward home.

The Schedule "Transport and Passage" (Inclosure 14) includes "Local Transport" — that is, the whole expenditure connected with the movement of troops, stores, rations, ammunition, and trade goods in and from Uganda to the south-west, west, and north, with passages to and from London, and to and from India; and also caravan equipment for officials on the road. The Schedule shows a total of 20,618*l.*, exclusive, however, of the Transport Department under Dr. Mackinnon, and I am, therefore, unable to compare the full likely expenditure with that sanctioned for the current year. I may observe, in this connection, that in the Estimates as sanctioned for 1898–99 the item "Local Transport," estimated for by Mr. Wilson, has apparently been omitted.

Public Works.—Increase, 3,370*l.*

This increase is due—

1. To the need for building new stations;
2. To greater needs in the shape of skilled labour from India; and
3. To a general rise in the prices ruling in the labour market, and which is, to a considerable extent, the natural result of the rise in pay among the military.

Mail Service.—Increase, 1,419*l.*

This is due to the very much larger movement of mails, the balance, however, showing somewhat more to the debit of the Administration than appears in the sanctioned Estimates for the current year; but as the number of officers has greatly increased, and they receive their letters and papers from the coast free of charge, while, at the same time, local official correspondence has largely developed, this can be accounted for without difficulty.

I would take this opportunity of submitting to your Lordship the question of the desirability, or otherwise, that this Administration should join the Postal Union. At the present moment the position is as follows: A letter or a newspaper addressed to a resident in Uganda from England is carried for the usual Union charge as far as Kikuyu. This being the furthest inland postal station of the East Africa Protectorate, the obligations of the latter cease at that point, and as it does not consent to this Administration doing postal work in its territories, the letters and papers would have to remain at Kikuyu till called for by the addressees, unless the latter pay an extra charge for having them conveyed from Kikuyu to the frontier of the Uganda Protectorate. This is naturally what is done, and the East Africa Protectorate thus recovers some of the expenditure to which they are put by being in the Postal Union. For the carriage of letters and papers from the frontier of this Protectorate into Uganda a further (small) charge, just sufficient to cover expenses, is made by this Administration, and a letter or paper, therefore, reaches its addressee in Uganda after paying three different postages, of which the first is the original stamp in England, the second a (profitable) tax by the East Africa Protectorate Administration for the stretch of road between Kikuyu and our frontier, while the third is what this Administration charges for carrying the letters, &c., from the frontier to Uganda and other districts. Should the Uganda Protectorate join the Postal Union, both the second and third postages would lapse, the East Africa Administration would at once lose the profit it makes between Kikuyu and the frontier, while this Administration would have to carry the mails the rest of the way for nothing. There being no native correspondence to develop, the main argument for cheap postage would, I imagine, not apply. It is simply a question whether, so far as this Administration is concerned, the resident in Uganda shall pay for the expense of carrying his letters and papers 400 miles by porters himself, or whether the Administration shall pay it for him. That is the only practical aspect that presents itself to me in the present circumstances of the case. Should it, however, on wider grounds than I am able locally to survey, be thought desirable that this Protectorate also should join the Postal Union, I would strongly urge that a trained Postmaster and some half-dozen experienced assistants (clerks) should be sent out to take charge of the postal service, as its various responsibilities and technical duties could not be successfully undertaken by untrained and already fully-occupied officials.

Steamers and Steam-Launches.—Increase, 3,501*l.*

The Estimate under this head has been prepared by Lieutenant Fowler, R.N., Superintendent of Marine, and includes the up-keep of three new boats, two steamers, and one sail. One spare engineer is calculated for to allow for sickness.

As Mr. Fowler is very shortly going home on leave, I have arranged that he should submit his suggestions as to build and class of boats on arrival at home. He also recommends the employment of engine-room artificers from the Royal Navy, which would appear to be an excellent idea. The general plan would be to have two launches and a sailing-boat for communication on Lake Albert and the Nile, and the same on Lake Victoria. The importance of this service is obvious, and will, I hope, be favourably considered.

Hospitals and Prisons.—Increase, 2,017*l.*

These buildings have hitherto been of the most primitive description, where they existed at all. It seems quite indispensable, particularly in regard to hospitals for troops, and the central prison at Kampala, to make more complete provision than hitherto, and I trust, therefore, that your Lordship will not consider this item unreasonable.

Botanical and Agricultural Department, 600*l.*

The arrival of Mr. Whyte, appointed by your Lordship to superintend botanical experiments in this Protectorate, will permit of a real impetus being given to the all-important question of agricultural enterprise. The Chiefs here are most anxious to learn how to better develop local resources, which are known to be considerable and varied. It would, for instance, be easy for them, under skilled guidance, to produce almost all that goes to make up "Indian rations," besides much else for local consumption. Mr. Whyte's great experience will be invaluable in this connection, but as it would be too much for him alone to attend both to botanical experiments and to the promotion of native agriculture, I have ventured, and hope your Lordship will approve, to add an assistant to this Department—Mr. Banks, who has followed the course at an agricultural college at home, and came up here originally for Messrs. Smith, Mackenzie, and Co.—but the retirement of that firm leaves him without local employment, and I have thought it would be regrettable not to take advantage of such an opportunity, particularly as he has now gained considerable local experience. In these circumstances, I am encouraged to hope that your Lordship will concur in the establishment of this small but valuable Department, at the cost of :—

One Director (Mr. Whyte), at 400*l.* per annum.
One Assistant (Mr. Banks), at 200*l.* "
Any native assistance required could be supplied from the station.

Labour Bureau.

An official for this purpose is already included in the "Civil Staff" Schedule. I venture to submit this innovation for your Lordship's favourable consideration. It has long been a matter of considerable inconvenience that there should be no central office for the record of all information regarding porters from the coast, how they are actually distributed, which are becoming time-expired, and what provisions should from time to time be made for their relief. It also occasionally happens that, when there is much movement going on, a "pay-sheet" is lost, and the utmost difficulty arises in identifying the men and re-establishing their accounts. The Labour Bureau would also take over the duty of accurate records of all local porterage employed, and that of paying the men off. It would, in short, be a central office for all information in regard to native labour outside actual station work. I am also preparing certain Registration Rules for the local employment of porters, &c., and the Labour Bureau would levy the fees, and see that the Rules were observed.

I trust the proposal may commend itself to your Lordship.

Revenue.

Customs.—Increase, 8,800*l.*

I am glad to be able to inform your Lordship that Mr. Wilson's expectations are being fully realized, and that customs continue to show a marked improvement. I am accordingly able, with much confidence, to anticipate a fresh and considerable increase in the coming year.

Mail Service.—Increase, 1,200*l.*

This, as explained above, merely represents a set-off against increased expenditure under the same head, the whole being due to a much larger movement of mails.

Fees, Presents, &c.—Increase, 280*l.*

These various items require but little comment. I have made a reduction of 600*l.* under the heading "Presents," for this class of revenue must necessarily dwindle as the novelty wears off. It is possible, however, that something more will accrue from the direction of the Nile.

General.

In submitting to your Lordship an estimated revenue of 19,230*l.*, as against an estimated expenditure of 210,600*l.*, exclusive of the transport under Dr. Mackinnon, and a proposed "capital expenditure" of 8,000*l.* for steam-launches and sailing-boat, I am very conscious of the great disparity between the figures. I would, however, venture to point out that the revenue, small as it is, has been consistently improving in the face not only of many initial difficulties, but of the very serious troubles of this last year. It cannot, I think, be doubted that the whole country has scarcely yet reached the threshold of its future development and prosperity, and it is only, therefore, in the conviction that some further strengthening of the Administrative machinery will greatly assist the general progress, that I venture to ask for the further financial sacrifice involved in the present Estimates. I fear that it is still too early to introduce any local taxation, in the sense that it would cause more trouble and expense to collect than would be repaid in value.

The only district where the local government is sufficiently strong and centralized to allow of its being done by a Law agreed to by the Chiefs is Uganda, but there we are tied by the terms of a Treaty, and after the heavy losses in lives and property that have fallen on the country, in consequence of the recent rebellion and mutiny, and in view of the loyalty shown by the Chiefs and people during their progress, it would, perhaps, be a little hard to introduce the subject just now. But the time cannot be far off when some form of taxation can be introduced throughout the Protectorate which will add materially to the revenue, and yet cause no overbalancing discontent or difficulties. To this end also the further support I venture to ask for the Administion must necessarily help.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 132.

UGANDA PROTECTORATE.

ESTIMATE of Revenue and Expenditure for the Year ending March 31, 1900, as compared with the Estimate for the previous Year 1898–99.

Schedule No.	Heads of Revenue.	Estimated Receipts 1899–1900.	Estimated Receipts 1898–9.	Increase.	Decrease.
		£	£	£	£
1	Customs	14,500	5,700	8,800	..
2	Fees	250	220	30	..
	Fines	400	400	..	..
	Presents	500	1,100	..	600
	Receipts from mail service	1,500	300	1,200	..
	Rents	400	250	150	..
	Road and wharfage dues	600	..	600	..
3	Miscellaneous	1,080	1,050	30	..
		19,230	9,020	10,810	600
	Net increase	..	..	10,210	

Schedule No.	Heads of Expenditure.	Estimated Expenditure in 1899–1900.	Estimated Expenditure in 1898–9.	Increase.	Decrease.
		£	£	£	£
1	Salaries of civil staff	28,180	16,095	12,085	..
2	Medical Department	9,470	6,550	2,920	..
3	Military and police	118,251	76,333	41,918	..
4	Native staff	12,757	6,389	6,368	..
5	Transport and passages	20,618*	47,544	..	26,926
6	Public works, &c.	8,760	4,339	4,421	..
7	Customs	200	150	50	..
8	Stationery	300	120	180	..
9	Mail service	2,177	758	1,419	..
10	Steamers and launches	4,081	580	3,501	..
11	Hospitals and prisons	2,529	512	2,017	..
12	Expenses at Zanzibar	90	90	..	..
13	London Agency	150	150	..	..
14	Pensions and gratuities	50	..	50	..
15	Botanical and Agricultural Department ..	600	..	600	..
16	Local auditor	862	730	132	..
17	Contingencies	1,525	1,054	471	..
		210,600	161,394	76,132	26,926
	Net increase	..	..	49,206	
	Less receipts from all sources ..	19,230	9,020	10,210	
		191,370	152,374	38,996	
	Add for capital expenditure—				
18	Steamers and launches	8,000	..	..	

NOTE.—The officers are provided with free houses and quarters.

* This is incomplete in so far that the amount does not include the cost of the Transport Department under Dr. Mackinnon.

Inclosure 2 in No. 132.

Proposed Distribution of Civil Staff.

Districts.	Stations.	Should be always on duty.*										To make up for those on leave.	Remarks
		Commissioner's Office.			1st Class Assistants.†	2nd Class Assistants.‡	3rd Class Assistants.‡	Chief Accountant.	Assistant Accountants.	Chief Cashier and Storekeeper.	Clerks.	3rd Class Assistants.	
		Commissioner.	Assistant Commissioner.	Secretary.									
Uganda	Port Alice	1	1	1	..	2(*a*)	2(*b*)	1	3	1	6		* In person, or by acting appointment from next rank.
	Kampala	..	..	..	2(*c*)	1	3	..	..	..	5(*d*)		† 1st Class Assistants are in charge of Districts.
	Buddu	..	..	..	..	1	..	..	..	..	1		‡ 2nd and 3rd do Station work.
	Fort Roddy	..	..	..	..	1	..	..	..	..	..		
Ankole	Ntali's	..	..	..	1	1	..	..	..	..	2		(*a*) One as Manager of Public Works' Department, and the other for a Labour Bureau and Registration Office for all porters, &c.
	Frontier (German) ..	..	..	..	..	1	1	..	..	..	..		
Toru	Kasagama's	..	..	..	1	1	..	..	..	..	..		
	Salt Lake	..	..	..	..	..	1	..	..	..	..		
Unyoro	Masindi	..	..	..	1	1	1	..	..	..	1		
	Fadjow	..	..	..	..	..	1	..	..	..	1		
	Foweira	..	..	..	..	..	1	..	..	..	1		
Nile	Wadelai	..	..	..	1	..	1	..	..	..	..	12(*e*)	(*b*) Includes 1 in Commissioner's Office.
	Dufile	..	..	..	..	1	..	..	..	..	1		
	Fatiko	..	..	..	..	..	1	..	..	..	1		(*c*) Includes the Legal Vice-Consul and Judge.
Usoga	Luba's	..	..	..	1	..	1	..	..	..	1		
	Namionjwa	..	..	..	..	1	..	..	..	..	..		(*d*) Includes a clerk for the Court.
Kavirondo ..	Mumia's	..	..	..	1	..	1	..	..	..	2		
	Port Victoria ..	..	..	..	..	1	..	..	..	..	1		(*e*) There are 48 Administrative Officials. Of these, a constant quantity of 12 must always be on leave, and therefore 12 additional 3rd Class Assistants are asked for to keep up the necessary staff actually on duty.
	Mount Elgon.. ..	..	..	..	..	..	1	..	..	..	1		
	South Kavirondo ..	..	..	..	..	..	1	..	..	..	1		
Mau	Eldoma Ravine ..	..	..	..	1	1	1	..	..	..	1		
	Nandi	..	..	..	..	1	1	..	..	..	..		
	Naivasha	..	..	..	..	1	1	..	..	..	..		
	Sotik	..	..	..	..	1	1	..	..	..	..		
		1	1	1	9	16	20	1	3	1	26	12	
	Add—to make up for those on leave ..	..	..	..	..	..	12	..	..	..	..	..	
	Total	1	1	1	9	16	32	1	3	1	26	12	

Inclosure 3 in No. 132.

PROPOSED Distribution of Police.

Districts.	Stations.	Effendis.	Sergeants.	Corporals.	Constables.
Uganda	Port Alice	1	1	2	30
	Kampala	1	2	4	50
	Buddu	..	1	2	20
	Fort Roddy	..	1	2	20
Usoga	Luba's	..	..	2	18
Kavirondo	Mumia's	..	2	4	40
		2	7	16	178

The usual distribution of troops is shown in the Military Estimate.

Inclosure 4 in No. 132.

PROPOSED Distribution of Public Works Staff, &c., and Native Staff.

Districts.	Stations.	Public Works Staff, &c.					Native Staff.					Remarks.
		Artisans.		Local Labour.								
		Skilled Indians.	Ordinary.	Waganda.	Wanyoro.	Cash Allowances.	Interpreters.	Headmen.	Askaris.	Swahilis.	Lendus.	
						£						
Uganda	Port Alice		10	291	..	..	2	3*	19*	30	66	* 1 Headman and 4 Askaris for Head-quarters' Stores.
	Kampala		8	346	..	..	9	5†	10	50	52	† Of which 1 to be general overseer of all out-door work.
	Buddu	25 to be employed as required.	2	50	..	..	..	1	6	40	..	
	Fort Roddy		2	..	..	50	1	1	2	20	..	
Ankole	Ntali's and one station.. ..		2	..	..	300	1	2	10	100	..	
Toru	Kasagama's		1	..	..	25	1	1	1	12	42	
	Salt Lake		..	..	..	25	1	1	1	20	..	
Unyoro	Masindi and three stations ..		2	..	50	280	5	1	4	60	105	
Nile	Wadelai and two stations ..		6	..	..	150	3	3	6	..	90	
Usoga	Luba's		1	..	..	200	1	1	4	25	27	
	Namionjwa											
Kavirondo ..	Mumia's		5	..	..	110	2	1	6	35	..	
	Port Victoria..		1	..	..	60	1	1	4	16	..	
	Mount Elgon..		1	..	..	55	1	1	5	25	..	
	South Kavirondo		1	..	..	55	1	1	5	25	..	
Mau	Eldoma Ravine											
	Nandi		6	..	..	400	3	3	3	100	..	
	Naivasha											
	Sotik					100	1	1	4	50	..	
		25	48	687	50	1,810	33	27	90	608	382	‡ Unyoro .. £134
Less—Provided for under Military Buildings in the Estimate for Military and Police		..	..	..	..	600‡	..	..	..	..	..	Usoga .. 200 Mau .. 266
	Total	25	48	687	50	1,210	33	27	90	608	382	600

Inclosure 5 in No. 132.

Proposed Distribution of the Hospitals' and Prisons' Staff, &c.

Districts.	Stations.	Hospitals.			Prisons.					Remarks.
		Buildings.	Assistants.	Contingencies.	Head Warders.	Sub-Warders and Warders.	Clothing and Mats for Prisoners.	Rations, &c., for Prisoners.	Contingencies.	
		£	£	£			£	£	£	
Uganda	Port Alice	466*	152	168	..	..	19	29	7	* For surgery, dispensary, and wards for sick.
	Kampala	..	..	..	2	22	156	227	17	
	Buddu	..	..	27	..	..	19	28	7	
	Fort Roddy	..	..		..	..	19	28	6	
Ankole	Ntali's and 1 station	..	32	14	..	..	..	..	..	
Toru	Kasagama's and 1 station	..	32	14	..	..	..	..	..	
Unyoro	Masindi and 2 stations	..	152	60	..	..	..	..	..	
Nile	Wadelai and 2 stations	..	50	40	..	..	..	..	..	
Usoga	Luba's and 1 station	20	32	14	..	..	..	..	..	
Kavirondo	Mumia's and 3 stations	30	31	47	..	..	..	52	..	
Mau	Eldoma Ravine and 3 stations ..	..	50	40	..	..	..	..	..	
		516	531	424	2	22	213	364	37	

Inclosure 6 in No. 132.

Customs.

Revenue.—Schedule No. 1.

Detailed Statement showing how the sum inserted in the Estimates as Revenue from Customs for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Imports by Southern Route	7,500		1,200			
„ Northern „	2,000		1,000			
Exports	5,000		3,500			
		14,500		5,700	8,800	..

Inclosure 7 in No. 132.

Fees.

Revenue.—Schedule No. 2.

Detailed Statement showing how the sum inserted in the Estimates as Revenue from Fees for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Judicial	150		100			
Registration	50		80			
Notarial, &c.	50		40			
		250		220	30	..

Inclosure 8 in No. 132.

Miscellaneous.

Revenue.—Schedule No. 3.

Detailed Statement showing how the sum inserted in the Estimates as Revenue from Miscellaneous sources for the year ending March 31, 1900, is arrived at.

	1898–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Sale of cattle	*		300			
Stoppages of pay	80		200			
Freight from boats	100†		150			
Salt traffic	600		150			
Sale of stores	50		..			
Sundries	250		250			
		1,080		1,050	30	..

* All available spare cattle goes to transport.

† This reduced sum is owing to the destruction of two launches and a dhow, which cannot be immediately replaced.

Inclosure 9 in No. 132.

SALARIES OF CIVIL STAFF.

Expenditure.—Schedule No. 1.

DETAILED Statement showing how the sum inserted in the Estimate for Salaries of Civil Staff for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
Commissioner's Office—	£	£	£	£	£	£
1 Commissioner	1,450		1,450			
1 Assistant Commissioner	900					
1 Secretary	400					
Assistants—						
6 first class at 650*l.* each ..	5,700		4,500			
3 „ „ 600*l.* „ ..						
5 second class at 450*l.* each ..	6,650		3,450			
11 „ „ 400*l.* „ ..						
2 third class „ 250*l.* „ ..	6,500		2,500			
30 „ „ 200*l.* „ ..						
1 Chief Accountant	600		950			
1 Accountant	400					
2 Assistant Accountants at 200*l.* each ..	400					
1 Chief Cashier and Storekeeper ..	250		250			
1 clerk at 3,600 rupees	240		795			
3 clerks at 2,400 rupees each	480					
22 „ „ 1,800	2,640					
44 language allowances at 50*l.* each = ... £ 2,200						
Less 15 provided for in the Estimate for Military and Police 750						
	1,450		2,200			
6 language allowances (clerks) at 20*l.* each	120					
		28,180		16,095	12,085	

Inclosure 10 in No. 132.

MEDICAL DEPARTMENT.

Expenditure.—Schedule No. 2.

DETAILED Statement showing how the sum inserted in the Estimate for the Medical Department for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 Senior Medical Officer	650		650			
11 Medical Officers at 450*l.* each ..	4,950		4,950			
15 native doctors (hospital assistants) and 15 compounders	2,070		550			
Medical stores (see Indent A)	1,800		400			
		9,470		6,550	2,920	

Inclosure 11 in No. 132.

MILITARY AND POLICE.

Expenditure.—Schedule No. 3.

DETAILED Statement showing how the sum inserted in the Estimate for Military and Police for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Head-quarter Staff—						
1 Commandant	1,000		1,000			
1 Captain, Staff Officer	600		600			
1 Lieutenant—Intelligence and Transport	500		..			
1 paymaster and quarter-master ..	500		500			
2 sergeants at 150*l.* each	300		150			
District staffs and local troops—						
3 Field Officers at 800*l.* each ..	2,400		1,600			
18 Captains at 600*l.* each	10,800		8,400			
18 Lieutenants at 500*l.* each.. ..	9,000		7,000			
19 sergeants at 150*l.* each	2,850		1,800			
3 armourer-sergeants at 200*l.* each ..	600		400			
3 bugler-sergeants at 180*l.* each ..	540		360			
Medical Department—						
1 Lieutenant, R.A.M.C.	500		..			
9 hospital assistants at 120*l.* each ..	1,080		..			
Medical instruments	50		..			
Forage and syce allowance . ..	480		..			
Soudanese and Swahili troops—						
1,792 native officers and rank and file ..	33,449		23,362			
Rations for above	4,061		4,941			
Arms, equipment, and clothing	14,166		4,581			
Indian Contingent—						
Pay, rations, clothing, &c.	17,000		17,000			
Arming and transport to Mombasa ..	..		3,000			
4 clerks and translators at 100*l.* each ..	400		1,188			
10 interpreters at 30 rupees per month ..	240		..			
3 assistant armourers at 50*l.* each ..	150		84			
6 storemen	110		..			
108 Maxim gun porters, &c.	1,344		..			
Rations for ditto	223		..			
Local transport—for transport for companies—						
410 porters, &c.	4,025		..			
Rations	831		..			
Clothing and equipment for Maxim gun and local transport porters	552		..			
Ammunition	271		..			
Musketry prizes	86		..			
Military buildings	2,600		..			
15 language allowances at 50*l.* each ..	750		..			
Contingencies—						
4 districts at 200*l.* each	800		60			
Depôt, Mombasa—						
1 Lieutenant	500		..			
2 sergeants at 150*l.* each	300		..			
66 native officers and rank and file ..	} 977		..			
1 translator and clerk						
2 assistant storemen						
Miscellaneous	465		..			
		114,500		75,963	38,537	
Police—						
2 Effendis at 50 rupees per month ..	80		} 330			
7 sergeants at 35 „ „ ..	196					
16 corporals at 25·12 rupees per month	330					
178 constables at 18·12 „ „ ..	2,670					
Clothing (see Indent B)	475		40			
		3,751		370	3,381	
		118,251		76,333	41,918	

Inclosure 12 in No. 132.

Colonel Ternan to Commissioner Berkeley.

Military Head-quarters, Kampala,
November 23, 1898.

Sir,

I HAVE the honour to forward herewith the Military Estimates for the year 1899–1900.

Owing to the expansion of the area of the country to be occupied since my previous Estimate was formed, principally in connection with the move of the troops northward, I have found it necessary, in order to supply the necessary garrisons, to add somewhat to previous demands.

As you are aware, it must be taken into account that four companies (none too large a garrison) are holding the country north of Unyoro, and keeping open the line of communication with Lieutenant-Colonel Martyr's advanced party. It must also be borne in mind that at least one company is required for service in the newly-occupied Province of Ankole, which province is now being opened up.

Additional three and a-half companies local troops.

This obliges me to ask for some additional companies of local troops, with the necessary British officers and non-commissioned officers to command and train them.

The previous Estimate allowed for twelve companies only of local troops, though, as a matter of fact, on my arrival in the Protectorate, I found that it had been found necessary to add two companies to this number, bringing the present number of local companies to fourteen (1,638 men), so that at present there are fourteen companies of local troops and 500 men of the 27th Bombay Light Infantry, making a total of 2,138 troops.

The 500 men of the 27th Bombay Light Infantry will shortly be relieved by 400 men of the Indian Contingent, making a deficiency of 100 men, and it will be, therefore, necessary to remedy this by adding a like number, say, one company, to the local troops; and I am adding half a company in order to supply escorts for rail-head when required, which will bring the total number to fifteen and a-half companies local troops.

The additional three and a-half companies make a considerable addition to the Estimate, and though I am most unwilling to incur additional expense, I fail to see how, in the face of the movement to the north, it is to be avoided.

Three mule-guns suggested, but not included in Estimate.

Though it will be observed that in this present Estimate I have made no change in regard to artillery, I think it is very desirable that some improvement should be made in this direction, and that, if possible, at least three mountain-guns, to be carried on mules, should be supplied.

The deficiency of any guns that can be moved quickly across country, so as to keep up with an infantry force, has always been very greatly felt. As you are well aware, the guns now in the Protectorate consist of three $2\frac{1}{2}$-pr. Hotchkiss and one 7-pr.; all these have to be moved either on wheels or carried by porters. The narrow native paths and thick jungle make both of these methods very difficult. These guns and their carriages are exceedingly cumbersome for moving without horses. They can seldom travel at more than 1 mile an hour, and on bad ground or over swamps at a much slower rate. They, consequently, are almost useless for the work required, and quite so when time is an object; the result being that, owing to the very extensive arrangements that have to be made to drag or carry them, and the slow rate at which they can be made to travel in this country, they seldom leave the station where they happen to be, and remain merely as a portion of its permanent defence. The Hotchkiss guns have a further disadvantage in that they do not fire shrapnel shell. The want of suitable and fairly quick-moving artillery is greatly felt. In many cases a couple of guns would be invaluable as an accompaniment to the infantry, especially in such cases as when walled inclosures or stockades have to be negotiated. I, therefore, strongly urge the advisability of remedying this by supplying three light guns to be carried on mules.

The necessary British officers and non-commissioned officers, guns, mules, and equipment could, I presume, be sent out from England, and the men enlisted at the depôt at Mombasa. The guns could be organized as a half-battery at rail-head previous to marching up country.

There are at present six artillery officers (not including Captain Addington invalided) in the Protectorate, but as four of these are with the Nile column, and the

other two are commanding infantry companies, I cannot recommend sending any of these to help to form the proposed half-battery.

The details as to the number of British officers and non-commissioned officers it would be desirable to have with the half battery, I would propose to leave to the War Office authorities to recommend. Perhaps one officer and three non-commissioned officers would be a sufficient European staff for drill purposes, but a farrier, wheeler, and saddler would also, I imagine, be required.

Should this suggestion be approved, I would further ask that the Foreign Office would communicate as soon as possible with the Officer Commanding Depôt, Mombasa, so that he may commence the necessary recruiting without loss of time, and that the officer selected be detailed to purchase the necessary mules and bring them to Mombasa.

In view of the difficulty that exists in getting supplies up country (I may mention that the articles asked for in 1896 are still arriving in small quantities), it would be very desirable, should this suggestion be approved, that a considerable amount of spare gear should accompany the guns from the coast.

Maxim gun porters.

The next principal addition to the Estimates is the formation of a trained squad of one duffedar and eight porters for each Maxim, of which there are twelve in the Protectorate.

At present, whenever a Maxim moves with a force, it has to be carried (in pieces) by any porters that can be got together for the purpose, and it is needless to say that this is a very unsatisfactory arrangement.

Some of the principal disadvantages of this arrangement are that these men, being a scratch lot hastily got together, have no knowledge of the use of the Maxim, and are very liable to scare and to straggle, the result being that the work of putting the gun together is frequently much delayed, often at a moment when extreme rapidity in getting the Maxim into action is essential.

I hope to remedy this by the formation of the squads suggested, who will always remain with their guns, be trained as to their conduct on the march, learn to put it together quickly, and take it to pieces again. When not employed in connection with the Maxim they will be available as military porters to assist in the local transport arrangements of the station.

Local Military Transport.

At present, as you are of course well aware, there is no military transport in this Protectorate. The transport of all military loads both from the coast to Uganda, and inside the Protectorate itself, being at present carried out, in the first place by the Uganda Transport Department, and in the Protectorate itself the movements of the military stores, rations, trades goods for the pay of the troops at the various stations, &c., is carried out by means of temporarily hired natives (who are not always willing, especially in troublous times, to come forward), supplemented by such Swahili porters as may be attached to the civil staff of a station as "station hands."

As regards the work of transporting goods from the coast to Uganda I do not propose to make any remarks, but I am of opinion that in the Protectorate itself it is eminently desirable that a military transport corps be formed which will admit of a small number of porters being continuously at the disposal of the Officer Commanding for duties in connection with the transport of troops on the march and the maintenance of troops at the out-stations.

The garrison of most of the posts is one company, and it is proposed that each company shall have attached to it a transport section of one duffedar and twenty porters. These I consider so necessary that I have included their cost in my Estimate.

Transfer of cost from Civil to Military Estimate.

It will be observed that, as the present cost of porterage is charged to the Civil Administration, the fact of transferring the cost of these men to the military department will add little to the expense of the Protectorate as a whole, beyond the fact that in order to obtain good men who will not desert on the march (a most important point) as is now so frequently the case, a little higher rate of pay will be given, viz., 12*s.* instead of 10*s.* per mensem. This small number of porters will, of course, be quite inadequate to carry out the whole of the local transport; as you are aware some thousands of porters are at this present moment employed in maintaining the out-stations on temporary engagements, but I am limiting the numbers to those for whom permanent work can be found, and do not include those whom it may be from time to time necessary to hire temporarily to reinforce them, the hiring of these latter I would leave as at present in the hands of the civil staff.

The total number that I propose for enrolment as military transport will be, allowing one duffedar and twenty porters for each company, including Indian

Contingent, 420 men, by which number, as I have previously stated, the Civil Estimates will presumably economise.

I need not point out that the proper and regular supply of pay, goods, clothing, and ammunition to distant stations is of the greatest importance, and should, I think, be properly organized.

Medical officers. The next point that I should like to refer to is the question of medical officers. At present the medical officers are part of the Civil Staff, and in no way under the control of the military authority. They cannot, of course, be considered bound to go into action with troops, though on this point no objection has ever been raised. Their number, being twelve only, does not admit of there being any professional medical attendance at many of the out-stations. This was formerly of not such importance as it is at present. There are now at all stations one or more European officers, in addition to the native troops, and I cannot help thinking that more medical advice is desirable. The distances in this country are great, and rapid movement, owing to the nature of the country, being in many cases impossible, it is very desirable that some sort of medical man should be quartered at each post. As at most of these distant stations, the post is at present a purely military one, it would, perhaps, be as well to engage military medical men, who are accustomed to dealing with troops, and who would be naturally available for active service.

I should, therefore, recommend, if you concur as to the advisability of applying for an increase of the Medical Staff, that the following be engaged for service with the Uganda Rifles :—

1 Lieutenant, Indian Medical Corps.
9 Hospital Assistants (natives), ditto.

This appears to me to be a cheap way of providing medical attendance at the out-stations, though, of course, it cannot be said to have any great merits beyond its cheapness. However, I presume that a larger number of Europeans would be too expensive.

Medicines. I do not propose to indent separately for medicines, as I imagine the medical stores indented for by yourself will include, as hitherto, the wants of the troops, but I

Instruments. should be glad if one complete set of surgical instruments may be obtained for the European medical officer (if approved), and four sets of dental instruments for use of the hospital assistants. These latter are much wanted.

Passages.

Cost of transport of military stores from Mombasa. It will be observed that there is no reference made in this Estimate for passages to Africa and cost of caravans of officers from the coast, nor to the freight and cost of the transport from the coast of stores for the use of the troops.

This is, I understand, being dealt with under a separate heading.

Military districts. It will be observed that, for the present, I make no reference to a battalion formation for the troops, as at first contemplated, the fact being that, owing to the wide area over which the companies are necessarily scattered, the frequent moves of companies from one district to another, and other reasons, I consider that for the present, at least, it will be better to look upon the company as the unit, with a field officer in command of each district.

I attach to these Estimates a sheet showing the probable distribution of the troops in the command. (The Indian Battalion of the Uganda Rifles will remain organized as a battalion.)

Barracks. As regards military buildings, at present there are no barracks, the British officers and men being, in many cases, in tents or in roughly made little huts, which each builds for himself. This arrangement is very undesirable, and it is proposed to put up huts for barracks and to construct fire-proof magazines.

At some stations, where labour is cheap and procurable, the amount asked for (2,000 rupees per company) is perhaps over the mark, but at others it will be exceeded. Fatigue parties will, when possible, be employed on these buildings, but as the majority of the troops are at present recruits, this work cannot be done entirely by military labour without greatly interfering with and retarding their training.

Language allowance. As regards language allowance, there are at present ten officers who are qualified, and draw the allowance, and it is calculated that five more will become qualified during the coming year.

Horse allowance. There is no doubt that in this country officers should, in the public interests, be mounted, but there is considerable risk in bringing up horses, who frequently die *en route*. To encourage officers to do so, however, I propose to allow 30 rupees per mensem as forage and syce allowance to each officer who is in possession of a horse. This is the rate allowed to officers of the Indian regiment.

Clothing, equipment. The greater part of the clothing and equipment required for 1899–1900 has

already been dispatched from England to Mombasa. The articles now asked for are principally for the purpose of clothing and equipping the additional companies and military transport (clothing only).

I am aware that these Estimates are considerably larger than those of the previous year, and I feel that it would have been more pleasing to Her Majesty's Government had it been possible to arrange for a lesser expenditure, but in view of the great size of the area now dealt with, the warlike character of the various tribes, the absence of any of the European methods of moving troops quickly from one part of the Protectorate to another, and the consequent necessity for maintaining a large number of widely-scattered military posts, which must each be sufficiently strong to insure its own safety and be of use in its own neighbourhood, I am unable to see my way, with any degree of confidence, to maintaining the peace and protection of the various districts by means of a lesser force than is now asked for.

In case it should seem to the authorities that the staff of British officers is excessive, I wish to point out that, owing to the great distances by which the various posts are separated from head-quarters, and the want of means of rapid communication, it is absolutely impossible to concentrate the whole of the work of the companies in detail in the Head-quarters Office, and, therefore, local centres are necessary. It is clear also that a considerable amount of latitude must be given to the local authorities at each centre. For this reason, it is necessary to organize the troops in district commands, each district being under the command of a responsible officer, assisted by a small staff. Of course, if it were possible by any means to mass the troops at a small number of posts and form them into battalions, a certain staff would still be required (Commandant, Adjutant, and Quarter-master) for each battalion, and in this case the total numbers of the officers required would be slightly less than with the district system; for instance, instead of their being four districts, the troops would form three battalions, so three field officers instead of four would be required.

The massing of the troops is, however, impossible, and, for reasons previously explained, the battalion system will not work satisfactorily as regards the local troops, who are, therefore, divided into districts, a system which, I have no doubt, will give good results.

As regards the officers generally, it is clear that, owing to the effects of the climate or to ordinary leave of absence, a percentage of the present establishment of officers and non-commissioned officers will be absent from their duties for many months together. This will, of course, mean that the companies to which they belong will for long periods be under establishment. This is, for many reasons, most undesirable, but I see no way out of the difficulty without adding to the expenses. The only way in which the company establishment can be maintained would be to add a percentage of "spare" officers and non-commissioned officers to the force, but I hesitate to suggest such a course owing to the expense involved. I merely bring this matter to your notice in case you should think it desirable to make any reference to the subject.

I have, &c.

(Signed) TREVOR TERNAN, *Colonel*,
Commanding Troops Uganda Protectorate.

MILITARY ESTIMATE, 1899–1900.

Uganda Rifles.

Summary.

		Amount.	Total.
	Pay—	£	£
(B)	Head-quarter staff	3,050	
(C)	District staffs	7,300	
(D)	Indian Contingent	17,000	
(E)	Local troops	52,824	
(F)	Maxim gun porters and transport	5,369	
(G)	Medical Department	1,580	
(H)	Depôt, Mombasa (rations included) ..	1,777	
			88,900
	Rations—		
(K)	Local troops	4,061	
(L)	,, transport	1,054	
			5,115
	Arms, Equipment, Clothing—		
(N)	Local troops and Depôt (ordered)	9,815	
(N 1)	,, ,, ,, (to complete) ..	4,351	
(N 2)	,, transport..	552	
			14,718
	Miscellaneous—		
(I)	Interpreters (pay and rations)	240	
(J)	Language allowance	750	
(M)	Forage and syce allowance	480	
(O)	Musketry prizes	86	
(P)	Military buildings	2,600	
(Q)	Ammunition (small-arm)	200	
(Q 1)	,, (Hotchkiss gun)	71	
(R)	Depôt, Mombasa, Miscellaneous	465	
			4,892
(S)	*Contingencies*	800	
			800
(T)	*Medical instruments*	50	
			50
(U)	*List of officers and N.C.Os.*	..	..
(A)	*Proposed establishment and list of stations* ..	..	..
	Total	..	114,475

(A.)—Proposed Establishment and Distribution State.

List of Military Stations.

Road—
- Naivasha.
- Eldoma.
- Nandi.
- Mumia's.
- Port Victoria.
- Railhead (subsequently).

Uganda—
- Lubwa's.
- Kampala.
- Port Alice.
- Buddu, two stations.
- Toru, two stations.
- Ankoli.
- Lwekulas.

Unyoro—
- Nile Posts, S. of Mruli, two stations.
- Mruli.
- Fowira.
- Tadjau.
- Masindi.
- Hoima.

Nile—
- Limogi.
- Wadelai.
- Dufilé.
- Regaf.

(A.)—Proposed Establishment and Distribution State of the Uganda Rifles.

Military Districts.	Officers.							N.C. Officers.						Native (Combatant) Ranks.								Native (Non-Combatant) Staff.									Guns.	
	Commandant.	Field Officers.	Captains.	Lieutenants.	Paymaster and Qr.-Mr.	Medical Officer.	Total.	Qr.-Mr. Sergeants.	Orderly Room Sergeants.	Armourer-Sergeants.	Bugler-Sergeants.	Drill-Sergeants.	Total.	Native Officers.	Sergeant-Majors.	Sergeants.	Corporals.	Lance-Corporals.	Buglers.	Privates.	Total.	Clerks and Translators.	Interpreters.	Assistant Armourers.	Storemen.	Assistant Storemen.	Maxim Gun Porters.	Transport for Companies.	Hospital Assistants.	Total.	Maxim.	Hotchkiss.
Head-quarter Staff	1	..	1	1	1	1	5	1	1	..	..	..	2	..	..	..	..	..	..	..	..	1	..	..	1	2	..	..	..	4	..	..
Road—																																
Staff	..	1	1	..	..	..	2	..	1	1	1	..	3	..	..	..	..	..	..	..	..	1	..	1	1	..	..	..	..	3	..	..
Local Infantry (3½ Companies)	..	..	3	4	..	..	7	..	..	..	..	4	4	..	4	18	28	28	14	308	400	..	..	..	..	..	27	74	..	101	3	1
Uganda—																																
Staff	Duties performed by Head-quarter Staff.																															
Local Infantry (3 Companies)	..	..	3	3	..	..	6	..	..	..	..	3	3	6	3	15	24	24	12	264	348	..	..	..	..	..	27	63	..	90	3	1
Indian Contingent (4 Companies)	..	1	2	3	..	1	7	..	..	..	..	..	..	..	Details not known					..	394	Details not known					..	84	..	84	..	..
Unyoro—																						1	..	1	1	..	..	..	..	3	..	..
Staff	..	1	1	1	..	..	3	..	1	1	1	..	3	..	..	..	..	..	..	..	..	..	..	..	..	..	27	105	..	132	3	1
Local Infantry (5 Companies)	..	..	5	5	..	..	10	..	..	..	..	5	5	10	5	25	40	40	20	440	580	..	..	..	..	..	..	..	..	..	..	..
Nile—																						1	..	1	1	..	..	..	..	3	..	..
Staff	..	1	1	1	..	..	3	..	1	1	1	..	3	..	..	..	..	..	..	..	..	..	..	..	..	..	27	84	..	111	3	1
Local Infantry (4 Companies)	..	..	4	4	..	..	8	..	..	..	..	4	4	8	4	20	32	32	16	352	464	..	..	..	..	..	..	..	..	..	..	..
Not posted	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	10	..	..	..	..	..	9	19	..	..
																					Add 394											
Total proposed Establishment (local troops)	1	4	21	22	1	2	51	1	4	3	3	16	27	24	16	78	124	124	62	1,364	1,792	4	10	3	4	2	108	410	9	550	12	4
																					2,186											
Present Establishment	1	3	17	18	1	1	41	..	..	2	2	12	16	24	12	60	96	96	48	1,056	1,392	..	..	..	..	..	..	..	..	..	12	4
																					Add 394											
																					1,786											
Required to complete	..	1	4	4	..	1	10	1	4	1	1	4	11	..	4	18	28	28	14	308	400	4	10	3	4	2	108	410	9	550	..	..
Depôt, Mombasa—																																
Total proposed Establishment ..	..	..	..	1	..	..	1	1	..	..	..	1	2	1	1	2	4	4	4	50	66	1	..	..	..	..	..	..	..	3	..	..
Present Establishment ..	..	..	..	1	..	..	1	1	..	..	..	1	2	1	1	2	4	4	4	50	66	1	..	..	..	..	..	..	..	1	..	..
Required to complete ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2	..	..	..	2	..	..

(B.)—Head-quarter Staff.—Pay.

	Amount.			Total.		
	£	s.	d.	£	s.	d.
British—						
Officers—						
1 Commandant	1,000	0	0			
1 Staff Officer (Captain)	600	0	0			
1 Lieutenant (Intelligence and Transport) ..	500	0	0			
1 Paymaster and Quarter-master	500	0	0			
				2,600	0	0
Non-commissioned officers—						
1 quarter-master sergeant	150	0	0			
1 orderly-room sergeant	150	0	0			
				300	0	0
				2,900	0	0
Natives—						
1 translator (English–Arabic)	100	0	0			
1 storeman	30	0	0			
2 assistant storemen	20	0	0			
				150	0	0
				3,050	0	0

(C.)—District Staffs.—Pay.

British—						
Officers—						
1 Field Officer	800	0	0			
1 Captain (Adjutant)	600	0	0			
1 Lieutenant (Paymaster and Quarter-master) ..	500	0	0			
				1,900	0	0
Non-commissioned officers—						
1 orderly-room sergeant	150	0	0			
1 armourer	200	0	0			
1 bugler	180	0	0			
				530	0	0
Native—						
1 translator (Arabic–English, Swahili–English)..	100	0	0			
1 storeman (assistant)	20	0	0			
1 armourer (assistant)	50	0	0			
				170	0	0
				2,600	0	0
1 District (no Lieutenant)	2,100	0	0			
2 Districts, as above	5,200	0	0			
Total for 3 Districts	7,300	0	0	7,300	0	0

N.B.—No Staff for the Uganda District is required, as the military head-quarters will be at Kampala, and will include the Uganda District work.

(D).—Indian Contingent.—Pay, Rations, Clothing, &c.

£17,000.

(E.)—One Company Local Troops.—Pay.

	Amount. £	s.	d.	Rupees.	Total. £	s.	d.
British—							
Officers—							
1 Captain	600	0	0				
1 Lieutenant	500	0	0				
Non-commissioned officer—							
1 sergeant (drill instructor).. ..	150	0	0				
					1,250	0	0
Native ranks—							
2 native officers at 80 rupees per month	..			1,920			
1 sergeant-major at 50 rupees per month	..			600			
5 sergeants at 40 rupees per month ..	..			2,400			
8 corporals at 30 rupees per month ..	..			2,880			
8 lance-corporals at 25 rupees per month	..			2,400			
4 buglers at 22 rupees per month ..	..			1,056			
88 privates at 20 rupees per month ..	..			21,120			
				32,376	2,158	0	0
					3,408	0	0
15½ companies	3,408	0	0	..	52,824	0	0

N.B.—If the pay of the actual number of British officers asked for is calculated, this total will amount to 25*l.* more than the above. The half company consists of 1 Lieutenant and 1 sergeant.
This explains the excess of 25*l.* shown in the General Estimates of the Protectorate.

(F.)—Maxim Gun Porters.—Pay.

	Amount. Rupees.	Total. £	s.	d.
1 duffedar at 20 rupees per month	240			
8 porters at 15 rupees per month	1,440			
	1,680			
12 parties at 1,680 rupees per month	20,160	1,344	0	0
Transport for companies (Indian and local)—				
1 duffedar at 18 rupees per month	216			
20 porters at 12 rupees per month	2,880			
	3,096			
19½ Sections at 3,096 rupees	60,372	4,025	0	0
Total	..	5,369	0	0

(G.)—Medical Department.—Pay.

	Amount. £	s.	d.	Total. £	s.	d.
British—						
1 Lieutenant, R.A.M.C.	500	0	0	500	0	0
Native—						
9 hospital assistants	120	0	0	1,080	0	0
Total	..			1,580	0	0

(H.)—Depôt, Mombasa.—Pay.

	Amount.	Total.
	£ s. d.	£ s. d.
British—		
Officer—		
1 Lieutenant	500 0 0	500 0 0
Non-commissioned officers—		
1 quarter-master-serjeant	150 0 0	
1 drill instructor	150 0 0	
		300 0 0
		800 0 0
Native—		
1 native officer	At coast rates of pay.	
1 sergeant-major		
2 sergeants		
4 corporals		
4 lance-corporals		
4 buglers		
50 privates (recruits)		
1 translator and clerk		
2 assistant storemen		
		977 0 0
Total	..	1,777 0 0

(I.)—Interpreters.—Pay and Rations.

	£ s. d.
10 interpreters at 30 rupees per month = 3,600 rupees	240 0 0

(J.)—Language Allowance.

15 officers at 50*l.* per annum	750 0 0

(K.)—Local Troops.—Rations.

	Amount.	Total.
	Rupees.	£ s. d.
1 company—		
2 native officers at 10 rupees per month ..	240	
1 sergeant-major at 6½ rupees per month ..	78	
5 sergeants at 5 rupees per month	300	
8 corporals at 3¼ rupees per month	312	
8 lance-corporals at 2½ rupees per month ..	240	
4 buglers at 2½ rupees per month	120	
88 privates at 2½ rupees per month	2,640	
	3,930	
15½ companies at 3,930 rupees	60,915	4,061 0 0

(L.)—Local Transport.—Rations.

	Amount.	Total.
	Rupees.	£ s. d.
Maxim gun porters—		
1 duffedar at 3¼ rupees per month	39	
8 porters at 2½ rupees per month	240	
	279	
12 parties at 279 rupees	3,348	223 0 0
Transport for companies—		
1 duffedar at 3¼ rupees per month	39	
20 porters at 2½ rupees per month	600	
	639	
19½ Sections at 639 rupees	12,460	831 0 0
Total	..	1,054 0 0

(M.)—Officers' Horses.—Forage and Syce Allowance.

	£	s.	d.
20 officers' horses at 30 rupees per month = 7,200 rupees	480	0	0

(N.)—Local Troops and Depôt.—Arms, Equipment, and Clothing, as per Requisition No. 28436 and letters from Port Saïd and Mombasa.

	£	s.	d.
Already ordered	9,815	0	0

(N 1.)—Local Troops (3½ new Companies).—Arms, Equipment, and Clothing.

	£	s.	d.
Now required to complete	4,351	0	0

Indent.

Estimate of Arms for 3½ Companies, Uganda Rifles.

Articles.	Price per Article.	Number required.	Cost.
	£ s. d.		£ s. d.
Rifles, M.-H.	2 11 10	400	1,036 13 4
Sword-bayonets	0 13 9	400	275 0 0
Scabbards, sword-bayonet	0 4 3	400	85 0 0
Sight protectors	0 0 3¼	600	8 2 6
Oil bottles, zinc	0 0 3½	600	8 15 0
Jags	0 0 4¾	600	11 17 6
Officers' Arms.			
Swords	1 12 6	7	11 7 6
Revolvers	1 7 6	7	9 12 6
Whistles and lanyards	0 0 8¼	21	0 14 5¼
			1,447 2 9¼
Add 20 per cent. for packing and other charges ..	..	..	289 7 2¾
Total	..	..	1,736 10 0

ESTIMATE for Equipment for 3½ Companies, Uganda Rifles.

Articles.	Price per Article.	Number required.	Cost.
	£ s. d.		£ s. d.
Water bottles, with carriages	0 4 5	400	88 6 8
Haversacks	0 0 10¾	400	17 18 4
Bandoliers	0 8 0	400	160 0 0
Waist belts, buff, with braces	0 5 11	400	118 6 8
Frogs	0 1 3½	400	25 16 8
Slings, rifle	0 1 5	400	28 6 8
Pouches	0 3 7	800	143 6 8
Native Officers' Equipment.			
Sam Brown sword belt, frog, and sling	0 14 0	7	4 18 0
Holsters, revolver	0 3 6	7	1 4 6
Ammunition pouch	0 3 3	7	1 2 9
Sword knots	0 1 6	7	0 10 6
Haversacks	0 0 10¾	7	0 6 3¼
Water bottles and carriages	0 4 5	7	1 10 11
			591 14 7¼
Add 20 per cent.	..	..	118 5 4¾
Total	..	..	710 0 0

ESTIMATE for Clothing 3½ Companies, Uganda Rifles.

Jerseys, khaki	0 4 11	400	98 6 8
Breeches, khaki drill (draw strings), West India Regiment pattern	0 2 6	400	50 0 0
Breeches, blue serge (draw strings), West India Regiment pattern	0 6 6	400	180 0 0
Frocks, blue serge, recruits' pattern	0 5 0	400	100 0 0
Caps and badges, field service, Uganda Rifles	0 3 0	600	90 0 0
Putties, khaki, pairs	0 2 2	600	65 0 0
„ blue serge, pairs	0 2 2	600	65 0 0
Great coats with hoods	0 8 6	400	170 0 0
Boots, pairs	0 9 9	400	195 0 0
Laces, „	0 0 0½	400	0 16 8
Bags, kit, waterproof, with hooks	0 2 5	400	48 6 8
Brushes, brass	0 0 6½	500	13 0 5
Brasses, button	0 0 1	2,500	10 8 4
Blankets	0 3 11½	400	79 3 4
Polishing paste, "Soldiers' Friend"	0 0 1	2,400	10 0 0
Clothing for Officers (Native) Local Troops.			
Serge jackets and pants for Subadars	1 0 0	7	7 0 0
„ „ „ Jemadars	1 0 0	7	7 0 0
Khaki drill jackets and pants for Subadars	0 10 2	7	3 11 2
„ „ „ Jemadars	0 10 2	7	3 11 2
Jerseys, khaki	0 4 11	7	1 14 5
Caps and badges, F.S., Uganda Rifles	0 3 0	7	1 1 0
Putties, khaki, pairs	0 2 2	7	0 15 2
„ blue serge, pairs	0 2 2	7	0 15 2
Great coats with hoods	0 5 6	7	2 19 6
Boots, pairs	0 9 9	7	3 8 3
Laces, „	0 0 0½	7	0 0 3½
W.P. kit bags	0 2 5	7	0 16 11
Blankets	0 3 11½	7	1 7 8½
			1,209 2 10
Add 20 per cent.	..	..	241 7 2
Total	..	..	1,450 10 0

Estimate of Miscellaneous Articles for 3½ Companies Uganda Rifles.

Articles.	Price per Article.	Number required.	Cost.
	£ s. d.		£ s. d.
Tents	4 10 0	50	225 0 0
Sufrias cooking pots..	..	50	27 0 0
Axes, felling	0 2 10	7	0 19 10
Spades	0 2 3	21	2 7 3
Picks	0 2 8	12	1 12 0
Jembies or matchets (local supply)	0 3 0	42	3 3 0
Hooks, bill (local supply)	0 2 6	21	2 12 6
Handcuffs „ „	0 3 9	14	2 12 6
Chains and collars, with padlocks and keys (local supply) ..	1 0 0	3	3 0 0
Rangoon oil, drums, 8-gall.	0 2 5¼	8	0 19 6
Ground sheets	1 12 0	4	6 8 0
Tarpaulins	1 12 0	4	6 8 0
Clocks	0 5 0	4	1 0 0
Bugles	0 9 8	14	6 15 4
Cords, bugles	0 2 6	20	2 10 0
Stationery, ¼ supply printed forms	..	..	5 0 0
Puggaries, N.C.O's. helmets	0 2 6	40	5 0 0
Aim correctors	0 3 4	40	6 13 4
Books, infantry drill..	0 1 6	30	2 5 0
„ manual exercise, M.-H. rifle	0 1 6	40	3 0 0
Pay-sergeants complete account book (Gale and Polden) ..	0 15 0	20	15 0 0
Neo-cyclostyle copying apparatus, foolscap size on box, with ink, pens, roller, &c., complete	3 0 0	6	18 0 0
Neo-cyclostyle paper, sheet for above (in air-tight cases) ..	0 0 1½	5,000	31 5 0
			378 11 3
Add 20 per cent.	..	..	75 8 9
Total	..	..	454 0 0

(N 2.)—Maxim Gun Porters and Transport for Companies.

	£
Clothing and equipment now required to complete	552

Indent.

Estimate for Clothing, &c., for Local Transport for Companies and Maxim Gun Porters.

Articles.	Price per Article.	Number required.	Cost.
	£ s. d.		£ s. d.
Blankets	0 3 11½	518	102 10 5
Water-bottles and carriages	0 4 5	518	114 7 10
Haversacks	0 0 10¾	518	23 4 10½
Breeches, khaki drill (draw strings), West India Regiment pattern	0 2 6	518	64 15 0
Putties, khaki, pairs..	0 2 2	518	56 2 4
Jersey, blue	0 2 10	518	73 7 8
Tarbushes	0 1 0	518	25 18 0
			460 6 1½
Add 20 per cent.	..	..	92 1 10½
Total	..	..	552 8 0

(O.)—Musketry Prizes.

		Amount.	Total.
		Rupees.	£ s. d.
Individual—	Rupees.		
Best shot in each company	20		
Second best shot in each company ..	15		
Third ditto ditto ..	10		
	45		
19½ companies at 45 rupees	878	878	
Sectional practices—			
Best section in company—			
20 men, 5 rupees each, 1 N.C.O., 10 rupees	15		
20 sections	300	300	
Best shot in Indian Contingent	30		
„ local troops	30		
„ Uganda Rifles	50		
		110	
Total		1,288	86 0 0

(P.)—Military Buildings.

	£	s.	d
Allowing 2,000 rupees per company for construction of barracks, magazines, &c., 19½ companies at 2,000 rupees = 39,000 rupees ..	2,600	0	0

Note.—At some stations where labour is cheap and procurable, this amount may not be required; at other stations the estimate will be exceeded.

Soldiers will be employed, but, being mostly recruits, this cannot be done to a large extent at present without greatly interfering with and retarding their training.

(Q.)—Martini-Henry Ball Ammunition.

	Rounds.
Practice—100 rounds per man = 2,186 × 100 = (say)	219,000
Reserve—200 rounds per man = 2,186 × 100 = (say)	438,000
Total	657,000

	Rounds.	Rounds.
At present in Protectorate (including that with 27th B.L.I.)	482,000	
At coast or *en route*	129,800	
	611,800	
Total in hand		611,800
Now required to complete (say) ..		46,000

		£	s.	d.
Martini-Henry—Solid case, 115 boxes	Cost	200	0	0

(Q 1.)—Ammunition, Hotchkiss (2½-pounder).

	Rounds.
3 guns—	
Practice—50 rounds per gun	150
Reserve—300 rounds per gun	900
Total	1,050

	Rounds.
At present in Protectorate	200
At coast or *en route*	630
	830
Total	830
Now required to complete	220

		£	*s.*	*d.*
Cartridges, Q.F., 47 millim., 2½-pr.—				
210 rounds = 15 boxes	Cost	71	0	0

(R.)—Depôt, Mombasa.—Miscellaneous.

	£	*s.*	*d.*
Rent of huts for officers and N.C.O.s (British)	150	0	0
Contingencies—			
Porterage, boat hire, landing charges, office expenses, &c. ..	200	0	0
Medical attendance	100	0	0
Medicines	15	0	0
Total	465	0	0

(S.)—Contingencies.

	£	*s.*	*d.*
Four districts at 200*l.* each	800	0	0

(T.)—Medical Instruments.

	£	*s.*	*d.*
1 complete set of surgical instruments	36	17	6
4 complete sets of dental instruments	12	12	0
	49	9	6
(Say)	50	0	0

(U.)—List of Officers and N.C. Officers required to complete.

Officers—
1 Field Officer.
4 Captains.
4 Lieutenants.
1 Lieutenant, R.A.M.C. or 1 M.D.

N.C.O.s—
1 quarter-master-sergeant.
4 orderly-room sergeants.
1 armourer-sergeant.
1 bugler-sergeant.
4 sergeants (drill instructors).

Inclosure 13 in No. 132.

Native Staff.

Expenditure.—Schedule No. 4.

Detailed Statement showing how the sum inserted in the Estimate for Native Staff for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 interpreter at 156 rupees per month (for Vice-Consular Court at Kampala)	125					
1 interpreter at 58 rupees per month ..	45					
1 „ 50 „ „ ..	40					
5 interpreters at 42·8 „ „ ..	170		499			
8 „ 40 „ „ ..	256					
4 „ 35 „ „ ..	112					
9 „ 25 „ „ ..	180					
1 interpreter at 12 „ „ ..	10					
3 interpreters at 8·8 „ „ ..	21					
1 Headman at 185 „ „ .. (General overseer at Kampala)	148					
6 Headmen at 45 rupees per month ..	216		680			
8 „ 40 „ „ ..	256					
10 „ 35 „ „ ..	280					
2 „ 30 „ „ ..	48					
90 Askaris at 20 „ „ ..	1,440		672			
608 Swahilis at 14 „ „ ..	6,810		3,630			
382 Lendus at 8·8 „ „ ..	2,600		908			
		12,757		6,389	6,368	

Inclosure 14 in No. 132.

Transport and Passages, &c.

Expenditure.—Schedule No. 5.

Detailed Statement showing how the sum inserted in the Estimate for Transport and Passages for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Passages to and from London—						
11 (probable) at 120*l.* each	1,320					
Passages from London—						
45 additional civil and military officers (if sanctioned) at 60*l.* each	2,700					
11 additional non-commissioned officers (if sanctioned) at 40*l.* each	440					
Passages from India—						
25 artisans at 2*l.*	50					
19 clerks	100					
30 hospital assistants and compounders	150					
Caravan equipment—						
45 additional civil and military officers (if sanctioned) at 65*l.* each	2,925					
11 additional non-commissioned officers (if sanctioned) at 50*l.* each	550					
23 Indian artisans at 4*l.* each ..	92					
19 clerks at 36*l.* each	684					
81 ordinary artisans and interpreters ..	50					
30 hospital assistants and compounders at 20*l.* each	600					
Carried forward	9,661					

Transport and Passages, &c.—*continued.*

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Brought forward	9,661					
Coast Agent at Mombasa	200					
Transport of European prisoners* ..	1,500					
To assist the Transport Establishment†—						
Mau district, purchase of donkeys ..	666					
Kavirondo district	3,266					
Usoga district	1,600					
Local transport,§ for transport of loads in Uganda, Toru, and Unyoro districts	3,625					
Travelling expenses—local	100					
		20,618‡		47,544		26,926

* As a quantity of provisions, coming by German route, is purchased locally from traders, an amount is here inserted, apart from the Transport Establishment, which will be reduced to that extent.

† Provision is made for the transport of loads from Nandi to Mumia's at the rate of 800 a-month. When the Transport Establishment recovers from its present difficulties and becomes effective, the cost from Nandi to Mumia's here estimated will disappear.

It is calculated that with boats 300 loads a-month will be brought across the lake. This will leave 500 a-month only to be provided for by land from Mumia's, the estimated cost of which is represented by the sum of 1,600*l.*

‡ This total is incomplete in so far as it does not include the cost of the Transport Department under Dr. Mackinnon.

§ The estimate for this sub-head was omitted from the sanctioned Estimates for 1898–99.

Inclosure 15 in No. 132.

Public Works.

Expenditure.—Schedule No. 6.

Detailed Statement showing how the sum inserted in the Estimate for Public Works for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Artisans (Indian)—						
9 carpenters, 6 blacksmiths, 6 bricklayers, and 4 gardeners at 90 rupees a-month inclusive	1,800		1,264		1,688	
Artisans (ordinary)—						
48 at 30 rupees a-month	1,152					
Station Buildings, Head-quarters ..	..		500		..	500
Local labour—						
622 Waganda labourers at 6 rupees and 6·8 rupees a-month	3,692					
65 Waganda Headmen at 9 rupees to 25 rupees a-month						
50 Wanyoro at 50 rupees each per annum	166		1,698		3,370	
	£					
Allowances in money ..	1,810					
Less provided for under military buildings in the Estimate for military and police ..	600	1,210				
Tools and plant (see Indents C and D) ..	740		377		363	
Maintenance of road and road making* ..	Nil.		500		..	500
		8,760		4,339	5,421	1,000
Net increase	..	..	..	..	4,421	

* Has become a Transport Department matter.

Inclosure 16 in No. 132.

Customs Officer at Mombasa.

Expenditure.—Schedule No. 7.

Detailed Statement showing how the sum inserted in the Estimate for Customs Officer at Mombasa for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 customs officer at Mombasa	200	200	150	150	50	

Inclosure 17 in No. 132.

Stationery.

Expenditure.—Schedule No. 8.

Detailed Statement showing how the sum inserted in the Estimate for Stationery for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Stationery (see Indents E and F) ..	..	300	..	120	180	

Inclosure 18 in No. 132.

Mail Service.

Expenditure.—Schedule No. 9.

Detailed Statement showing how the sum inserted in the Estimate for Mail Service for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Domestic—						
Kampala—						
4 Headmen at 15 rupees per month ..	48					
20 runners, 1st class, at 10 rupees per month	160					
40 runners, 2nd class, at 7 rupees per month	224					
Contingencies, special mails ..	40			258	390	
Clothing for mailmen	62					
Brass badges (see Indent G) ..	14					
Ankole	50					
Unyoro	50					
		648				
With coast—						
Kampala—						
1 Headman at 35 rupees per month..	28					
2 Askaris „ 20 „ „ ..	32					
Kavirondo—						
2 Askaris at 20 rupees per month ..	32			500	1,029	
Local porters	80					
Mau District—						
80 Swahilis at 16 rupees per month..	1,024					
Allowance, Kikuyu and Eldoma ..	333					
		1,529				
		2,177		758	1,419	

Inclosure 19 in No. 132.

Steamers and Launches.

Expenditure.—Schedule No. 10.

Detailed Statement showing how the sum inserted in the Estimate for Steamers and Launches for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 European engineer (Mr. Cowham) (*a*) at 300*l.*	57					
Passage to London	40					
1 European engineer (Mr. Keynes) ..	240					
European provisions for ditto, 10 loads ..	30					
1 European engineer (Mr. R. Grant) (*b*) at 360*l.* to 480*l.* by 60*l.* annually ..	421					
European provisions for ditto, 10 loads ..	30					
Carried forward	818					

(*a*) Agreement terminates 27th May, 1899.

(*b*) Will relieve Mr. Cowham.

STEAMERS AND LAUNCHES.—*continued.*

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Brought forward	818					
3 European engineers (additional) at 300*l.* each	900					
European provisions for ditto at 10 loads each per annum	90					
2 European fitters (*c*) at 240*l.* each ..	480					
2 „ carpenters (*d*) at 240*l.* each ..	480					
1 „ blacksmith at 240*l.* (additional)	240					
European provisions for above at 5 loads each per annum	75				580	3,501
Crew of 2 steam launches (*e*)—						
2 coxswains at 25 rupees per month ..	40					
2 leading stokers at 30 rupees per month	48					
2 stokers at 23·12 rupees per month ..	38					
5 men at 18·12 rupees per month ..	75					
4 „ 17·12 „ „ ..	57					
Charter of 1 steel sailing-boat from the Church Missionary Society ..	160					
Crew of 2 steel sailing-boats (*f*)—						
2 coxswains at 25 rupees per month ..	40					
8 men at 18·12 rupees per month ..	120					
7 „ 17·12 „ „ ..	100					
Crew of 1 dhow (*g*)—						
1 coxswain at 25 rupees per month ..	10					
7 men at 17·12 „ „ ..	50					
Contingencies—						
Fuel, native labour, &c.	40					
Boats' stores (see Indent H)	220					
		4,081				

(*c*) 1, Mr. Brownlee, the other additional.
(*d*) 1, Mr. MacMillan, the other additional.
(*e*) The "Victoria" and the "Nelly."
(*f*) 1 at present on Lake Victoria, and the other on Lake Albert.
(*g*) Proposed to be constructed locally.

Inclosure 20 in No. 132.

HOSPITALS AND PRISONS.

Expenditure.—Schedule No. 11.

DETAILED Statement showing how the sum inserted in the Estimates for Hospitals and Prisons for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Hospitals—						
Buildings	516					
Assistants and interpreters	531					
Contingencies—for extra rations for sick, bandages, &c.	424					
Prisons—						
2 head warders at 35 rupees per month	56		512			
2 sub-warders at 25·12 „ „	41					
20 warders at 18·12 rupees per month	297					
Clothing and mats for prisoners ..	213					
Rations for prisoners	364					
Contingencies	37					
Clothing for warders (indent) ..	50					
		2,529		512	2,017	

Inclosure 21 in No. 132.

EXPENSES AT ZANZIBAR.

Expenditure.—Schedule No. 12.

DETAILED Statement showing how the sum inserted in the Estimate for Expenses at Zanzibar for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 Correspondence and Account's Clerk at Her Majesty's Agency, Zanzibar	..	90	..	90		

Inclosure 22 in No. 132.

LONDON AGENCY.

Expenditure.—Schedule No. 13.

DETAILED Statement showing how the sum inserted in the Estimate for London Agency for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Grant to the Crown Agents for the Colonies	..	150	..	150		

Inclosure 23 in No. 132.

PENSIONS AND GRATUITIES.

Expenditure.—Schedule No. 14.

DETAILED Statement showing how the sum inserted in the Estimate for Pensions and Gratuities for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Pension of Mrs. Dunning	..	50	..	..	50	

Inclosure 24 in No. 132.

Botanical and Agricultural Department.

Expenditure.—Schedule No. 15.

Detailed Statement showing how the sum inserted in the Estimate for the Botanical and Agricultural Department for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 Director	400					
1 Assistant	200					
		600	..	..	600	

Inclosure 25 in No. 132.

Local Auditor.

Expenditure.—Schedule No. 16.

Detailed Statement showing how the sum inserted in the Estimate for the Local Auditor for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
1 local auditor at 400*l.* to 500*l.* by 15*l.* annually	430		415			
Passage to and from England	100		220			
Caravan outfit	65					
Pay of 15 porters, 1 Headman, and 1 Askari, while in Uganda	172					
Incidents	20		20			
Expenses of audit in London	75		75			
		862		730	132	

Inclosure 26 in No. 132.

Contingencies.

Expenditure.—Schedule No. 17.

Detailed Statement showing how the sum inserted in the Estimate for Contingencies for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
Presents to Chiefs	568					
Incidental expenses	957					
		1,525		1,054	471	

Inclosure 27 in No. 132.

Steamer and Launches.—Capital Expenditure.

Expenditure.—Schedule No. 18.

Detailed Statement showing how the sum inserted in the Estimate for Steamer and Launches—Capital Expenditure—for the year ending March 31, 1900, is arrived at.

	1899–1900.		1898–99.		Increase.	Decrease.
	Amount.	Total.	Amount.	Total.		
	£	£	£	£	£	£
2 steam launches at 3,000*l.* each (see Supplementary Schedule I) ..	6,000					
1 steel sailing-boat .. .. (see Supplementary Schedule J) ..	2,000	8,000				

Inclosure 28 in No. 132.

Marine Department.

Supplementary Schedule (I).

Estimates for year 1899–1900. Steamer and Steam Launches.
Sub-head—Material and Construction.

Two steam launches to be named " " and " ," for passenger and cargo traffic on Lake Victoria. Shipped for transport in sections (Hull). Bessemer steel, ¼-in.

	feet.
Dimensions (length)	50
Draught not to exceed when laden	4

Engines. Marine compound. Tested 280–300 lbs. pressure. Average speed required 8 knots per hour.

Boilers. Water tube.

Estimated cost, including spare parts, fittings, anchors, &c.:—
Total (2 launches) .. .. 6,000*l.*
Estimated number of loads, 480.

Inclosure 29 in No. 132.

Supplementary Schedule (J).

One steel boat for cargo traffic on Lake Victoria. Bessemer steel, ¼-in. Decked. Shipped in sections (Hull):—

	feet.
Dimensions (length)	45
Draught when laden not to exceed	4¼

Estimated cost, including fittings, sails, &c. .. .. 2,000*l.*
Estimated number of loads, 160.

No. 133.

Mr. Berkeley to the Marquess of Salisbury.—(*Received February* 10, 1899.)

(No. 164.)

My Lord,

Kampala, November 29, 1898.

I HAVE the honour to forward herewith, under flying seal, a despatch which I have received from Colonel Ternan, D.S.O., commanding the troops in this Protectorate, reporting, for the information of the Secretary of State for War, the recent movements of troops in the field.

I have, &c.

(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 133.

Colonel Ternan to the Marquess of Lansdowne.

Military Head-quarters, Kampala, Uganda, November 27, 1898.

My Lord,

I HAVE the honour to transmit herewith a brief summary of the events of military interest in connection with the movements of the troops who are in pursuit of the mutineers and rebels, since the date of Lieutenant-Colonel W. A. Broome's last Report to your Lordship.

Your Lordship will observe that the eventual decision of Lieutenant-Colonel W. A. Broome to cancel the move of Lieutenant-Colonel A. H. Coles' force towards Baranwe was unfortunate as it turned out—as had the column proceeded, as he had at first arranged, it would have intercepted the mutineers on the way westward.

The news of the movements of the mutineers was, however, so very conflicting that it was not easy to form an accurate idea of their intentions, and Lieutenant-Colonel W. A. Broome acted on the latest news he received, which was to the effect that the enemy intended to recross the Nile or move on Kampala.

This news, however, subsequently proved to be erroneous, the enemy continuing to move in a westerly direction.

As the rebels would now appear to intend to make a stand, Lieutenant-Colonel A. H. Coles, who has nearly 500 troops with him, will, I hope, be able to strike a decisive blow; no news has, however, as yet reached me of the movements of the troops since the 23rd instant, so that I am not aware if the expected engagement has yet occurred.

The mail to the coast being about to start I cannot delay this Report, but will telegraph to your Lordship the result of any engagement that may take place.

I have, &c.

(Signed) TREVOR TERNAN, *Colonel,*
Commanding Troops, Uganda Protectorate.

Inclosure 2 in No. 133.

Summary of Events.

October 24.—Lieutenant-Colonel A. H. Coles' column left Kampala.

October 26.—Lieutenant-Colonel W. A. Broome left Kampala.

October 26.—Lieutenant-Colonel W. A. Broome, hearing from native reports that the enemy were not moving west as previously reported, cancelled order for Lieutenant-Colonel A. H. Coles' force to move towards Baranwe and ordered it to proceed to Kisalizi.

October 27.—Lieutenant-Colonel W. A. Broome returned to Kampala to consult Her Majesty's Commissioner and Consul-General.

October 27.—Engagement between Captain F. J. Fowler's force and mutineers at Kiweri (previously reported), further details give enemy's loss at seventy killed (ten or twelve of them mutineers).

Women taken prisoner stated enemy's force consisted of 300 mutineers, 500 Waganda rebels, and 300 Wanyoro rebels, and that 100 mutineers were with Mawanga on east side Lake Kioga awaiting news from Billal's force before taking action.

October 30.—Lieutenant-Colonel A. H. Coles' force arrived near Kisalizi.

October 31.—Captain F. J. Fowler following enemy arrived at the Maanja River, just after enemy had crossed, found bridge destroyed, and he was unable to get over. Exchanged shots with rear guard of mutineers, who in their hurry to cross lost twenty to twenty-five men drowned. Captain F. J. Fowler then proceeded towards Busibika and arrived there on the 6th November, sending in his sick and wounded to Kampala.

November 5.—Lieutenant-Colonel A. H. Coles hearing that a party of the enemy had crossed the day before from east bank to west bank of Nile, attempted to cut off their retreat to east bank, but was unable to do so, and they recrossed in safety.

November 6.—Captain F. J. Fowler arrived at Busibika, reports rivers flooded, progress slow.

November 8.—Captain F. J. Fowler crossed Maanja River.

November 11.—Lieutenant-Colonel Coles leaving additional posts on west bank of Nile, having received instructions to proceed to join Captain Fowler in pursuit of the enemy, proceeded north viâ Mruli, Masindi, and Baranwe to meet Captain Fowler about Ntuti. The flooded rivers prevented his moving across country south of the Kafu.

November 13.—Captain Meldon arrived at Bukumi from Toru with half-company, found missionaries there much alarmed, but no damage done by mutineers to the mission station (which was held by forty armed police) though they had raided country in vicinity.

November 13.—Captain Fowler arrived at Kinakulia and awaited receipt of rations from head-quarters.

November 14.—Officer Commander Fadjao reports raiding by a party of rebels in vicinity, he at once sent to intercept them, but the rebels got away to north-east of Nile with some women and cattle.

November 15.—Party of rebels raided near Kibero.

November 16.—Captain Fowler received rations at Kinakulia.

November 16.—Lieutenant-Colonel Coles arrived at Hoima, hears that canoes for passage of Kafu at Baranwe have been removed (will probably have difficulty in crossing).

November 17.—Captain Fowler left Kinakulia and proceeded west.

November 19.—Captain Fowler arrived near Fort Lugard.

Captain Fowler, who had been in communication with Captain Meldon, decided to join with latter and attack enemy (said to be building a boma in district of Kijanjuti) on the 21st.

Captain Meldon's force reported as occupying a position within 1½ miles of, and overlooking, enemy's camp.

Captain Fowler's messengers, sent by him towards Baranwe to meet Lieutenant-Colonel Coles, were unable to get into communication with the latter, and returned to Captain Fowler.

November 22.—Captain Fowler heard from Lieutenant-Colonel Coles, dated the the 21st instant, from Kitiyuka. Latter hoped to reach Binicula on the 23rd November, but later news showed that Lieutenant-Colonel Coles' force would probably not reach Binicula till the 24th instant.

November 23.—Captain Fowler hears that the enemy had sent off their women to Binicula, a place two hours west of Kijanjuti, and that they meant to fight at latter place, where they now are, near the Kaniongoro River right bank.

Captain Fowler writes he proposes to attack enemy on the 24th instant, and drive them in the direction of Lieutenant-Colonel Coles' force, which will then be westward of enemy's position. Intention of enemy reported to be, if defeated, to retire to Buguma Forest, Unyoro.

November 27.—Arrangements made at head-quarters for force of Waganda guns to proceed from Kampala towards Kisalizi to cut off any of enemy's stragglers who may endeavour to break back after the fight to east bank of Nile.

On receipt of Captain Fowler's letter of the 23rd at head-quarters on night of

the 26th instant, Major C. H. U. Price, commanding in Unyoro was warned by headquarters to make arrangements, if possible, to prevent enemy getting to Buguma Forest.

(Signed) TREVOR TERNAN, *Colonel,*
Commanding Troops, Uganda.

Kampala, November 27, 1898.

No. 133*.

Mr. Berkeley to the Marquess of Salisbury.—(*Received February* 10, 1899.)

(No. 165.)

My Lord, *Kampala, November* 29, 1898.

IN continuation of my despatch No. 148 of the 2nd November, I have the honour to transmit herewith copy of a Memorandum that I have received from Colonel Ternan, D.S.O., Commanding the troops, inclosing copy of an interesting Report from Captain Fowler, D.S.O., of the Beluchi Regiment, describing his pursuit of the mutineers and their allies and the circumstance of a successful engagement, already briefly reported to your Lordship in my despatch above referred to, with them on the 27th October, in which he inflicted a loss of seventy killed, of whom ten or twelve were mutineers, our losses being one killed and eight wounded.

The enemy as usual dispersed, and there has since been no news of special importance, beyond that the pursuit has been kept up in a westerly direction.

The latest intelligence indicates that the enemy have stopped in a difficult country on the northern frontier of Uganda, near the spot marked Fort Grant on the map, and towards the junction of the Rivers Kafu and Kitumbwi. They had lost twenty to twenty-five men drowned in crossing the River Maanja, and were then preparing to intrench themselves and it was believed to make a stand. It was expected that the force under Captain Fowler would attack on or about the 24th and drive the enemy towards Lieutenant-Colonel Coles, who has apparently worked round to the west of their position from the northward.

It is quite possible that further news may come in before the mail leaves.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure in No. 133*.

Colonel Ternan to Mr. Berkeley.

Kampala, November 5, 1898.

Her Majesty's Commissioner and Consul-General :

FORWARDED, for your information, herewith is a Report from Captain Fowler, D.S.O., 27th Bombay Light Infantry, of an attack made by him on the 27th ultimo while in pursuit of the mutineers.

Captain Fowler appears to me to be conducting the pursuit with energy, and his arrangements on the 27th seem to have been been very satisfactory, and well carried out by the troops under his command.

A further Report may be expected shortly from Captain Fowler.

(Signed) TREVOR TERNAN, *Colonel,*
Commanding Troops.

Captain Fowler to Colonel Ternan.

Sir, *Camp, Kikoba, October* 28, 1898.

I have the honour to give the following account of my operations after leaving Kisalizi on the morning of the 24th October, 1898, and of the engagement with the enemy yesterday morning.

2. The Waganda Chief, Andria, at Kisalizi informed me that his spies had seen the enemy, Soudanese and Mahommedan Waganda at Bututi, a place twenty-four miles about, west of Kisalizi, on the 22nd. I accordingly advanced in that direction on the 24th, without getting any news of the enemy, and passed it on the 25th, but there were no signs of any enemy having been there or at any of the other shambas passed on the way.

On the 26th I marched into the Kiweri district, and here found the first signs of the enemy, a large camp five or six days' old at the first shamba come across. After advancing some way further two or three shots were fired at or by Waganda scouts on my right; as no one could be seen, I, at the time, suspected they had been fired by our Waganda scouts, and from what we heard later this seems probable. The day before two or three Wanyoro villagers had been caught, who said all the enemy were at Ugembi, on the Lugogo River, and were building a fort: as this was absolutely the only information I had received since leaving Kisalizi, I was advancing on that place.

I encamped on the 26th at a shamba of the Kiweri district. Soon after a Waganda prisoner, caught by my Waganda, was brought to me; on cross-questioning him he owned to being one of the enemy's party, but not a gun man, and said he was out foraging when caught. He said the enemy was about three hours' march off near a shamba towards the Lugogo River; as the direction he pointed out was not that of the Lugogo, I sent him out with some Waganda to point out the place. They returned two or three hours later, and said he had pointed out a shamba only an hour or so off. As it seemed to me improbable that we could be so near to the enemy without having heard anything of them, or seen any other foraging parties or patrols, I at once sent out a patrol to find the exact position of the enemy's camp, and to discover whether he was moving off or showed any signs of knowing of our vicinity.

This patrol returned after dark, and reported that the enemy were only half an hour off, and were beating drums, playing musical instruments, &c., and showed no signs of moving off or concealing their presence. In the meantime, I had cross-examined the prisoner, who said there were about sixty Soudanese with a large number of women, and 500 Mahommedan Waganda in the camp, which stretched some way to the right of the track, and was in fairly open country, the Soudanese being on the side nearest us, and that there was no boma. He said Mwanga was beyond the Nile still, but that he had been sent for, that some of Gabriel's men had joined the enemy, but not Gabriel himself. He did not know where Bilal was or the rest of the Soudanese, or what the intentions of the enemy were. He said he could guide us to the camp; though warned that he would be severely punished if he lied, I afterwards discovered (after the attack), that a good deal of the above was incorrect.

I took special precautions in the shape of extra picquets and patrols to guard against any surprise by the enemy, and ordered absolute quiet.

3. I determined on making a night march and attack at daybreak, in hopes of surprising the enemy, should he be unaware of our vicinity.

The enemy being reported only half an hour off, and his "lights out," bugle being heard in our camp, I determined to march at 4 A.M., allowing one and a quarter hours to cover the distance in the dark and to deploy. The men were roused without bugle call at 2·30 A.M., camp struck and packed, and to come in rear of the column with a baggage guard under Lieutenant T. M. Langton, Uganda Rifles and transport officer to the column, all the Waganda guns in rear of the baggage. On deploying to attack I ordered Lieutentant Langton to collect the baggage off the road, and make a breastwork of the loads with the porters in the centre, and guarded by my baggage guard and the Waganda guns, there to await orders, which I would send after the attack.

The advance of the column was to be led by "C" Company, 27th Bombay Light Infantry, under Captain Southey, followed by "D" Company, 27th Bombay Light Infantry, Lieutenant Wake's half-company of East African Rifles, the Maxim under Lieutenant Cockburn, Uganda Rifles, Lieutenant Moorhouse's half-company of Soudanese, Uganda Rifles, the section of twenty-five rifles of "E" Company, 27th Bombay Light Infantry being in rear.

4. Everything was carried out as ordered, and the column moved off at 4 A.M.

punctually. The distance, however, proved much greater than expected, and at daybreak the bugles of the enemy were heard sounding "réveille," apparently some way off still; this was followed ten minutes later by their "roll-call" bugle: at about 5·45 the guides informed Captain Southey that the camp was close to the right of the track, and their voices could be heard about 500 or 600 yards off. I accordingly ordered the column to deploy as previously arranged; that is, "C" and "D" Companies, 27th Bombay Light Infantry, to form the firing line, each with a section in support, Lieutenant Wake's half-company, East African Rifles, on the right flank, and Lieutenant Moorhouse's half-company, Uganda Rifles, on the left, the Maxim gun worked by a Sikh detachment of the 27th Bombay Light Infantry, under Lieutenant Cockburn, Uganda Rifles, and assisted by Sergeant Manderson, Uganda Rifles, close in rear of the centre of the line, the twenty-five Rifles, "E" Company, 27th Bombay Light Infantry, under my orders. The half-company on the flanks had orders to protect my flanks if attacked, or to make a flank attack according to circumstances, as it was not at all likely that I should be able to transmit them any orders after the advance was once made, owing to the close nature of the country.

Having deployed, the order to advance was at once given, and after moving some 600 yards through mostly long grass and thick bush, the beginning of the camp was seen at about 6·10 A.M.; the enemy saw us almost at once, and opened fire on the centre of our lines, which was replied to; firing soon became continuous all along the line, but did not check the advance, which continued steadily. The right was now advancing through the thick bush on that side of the enemy's camp, and were hotly engaged, the centre and left having to slacken their advance to allow of its keeping up. The enemy opposed us all through their camp, taking advantage of the shelter provided by the huts; but this portion, being defended by Mahommedan Waganda with only a few Soudanese, they did us no damage, and our advance was unchecked. The camp was a very large one, and it was nearly 7 A.M. before we reached the far end, where we found a partially constructed boma, in which the enemy made his last stand, but was quickly cleared out at the point of the bayonet. The enemy fled into the thick bush just beyond, and was pursued for some way through it by Captain Southey's company and Lieutenant Moorhouse's.

In the meantime, a number of Soudanese had tried to turn my right flank through the thick bush, but were met by Lieutenant Wake, who had to be reinforced by the section of the 27th Bombay Light Infantry in support on the flank. By steady volley firing the enemy was soon driven off on that side also, and pursued for some way. The bush beyond, being very thick indeed, facilitated the enemy's retreat as they disappeared into it in all directions, and the pursuing parties returned by 9 A.M., reporting that the enemy had disappeared in a northerly direction.

I now sent for the baggage, and as my men had had scarcely any rest the night before, and it was necessary to destroy the enemy's boma and find out in which direction the Soudanese had retired, I pitched camp a short distance off, and started working parties at pulling down the boma, and sent out patrols to the east and west to find out which way the main body of the enemy had gone, as he could not continue in a northerly direction, as the Kafu, now unfordable, blocked him, and it was a foodless country.

5. The enemy's loss was about seventy killed found, only ten or twelve of these being Soudanese, as we afterwards found that they were all camped at the far end near the boma, and that Bilal, all the Effendis, and a large number of Soudanese bolted off at once with the women on the first shot being fired.

6. Our loss was one private killed, Private Bhongo Bulose, of the East Africa Rifles, and four wounded: Private Zarghun Shah, 1st "D" company, 27th Bombay Light Infantry, severely—will probably lose an eye; Private Zarif Shah, "D" company, slightly—not admitted to hospital; Lance-Corporal Abdulla-bin-Syed, East Africa Rifles, dangerously by a Lee-Metford through the groin; Private Sahenee Manema, East Africa Rifles, flesh wound in leg.

Lieutenant Wake's horse was also shot under him. Lieutenant Wake's detachment of East Africa Rifles are reported as having behaved very well; they, with a section of "D" company, 27th Bombay Light Infantry, met the most resistance. Two rifles of the 27th Bombay Light Infantry were also damaged by bullets; 7,248 rounds of ammunition were expended.

7. Some of the kit, such as blankets, great-coats, cooking pots, &c., lost by Lieutenant Hannyngton's party, were recovered, and about fifteen guns and rifles, including one Lee-Metford, damaged by a bullet. About 100 women were captured, all, except six Soudanese, being Waganda.

8. The Soudanese women, on being cross-examined, state that there were 300 mutineers and about 600 women present with all the Effendis, and about 500 Mahommedan Waganda;

that there are 100 Soudanese with four boxes of ammunition on the east bank of the Nile with Mwanga. That they crossed to this side, as the Wakhedi harassed them daily; that they had no special designs on Kisalizi boma or on Kampala. They say that after crossing they heard a white man was coming along with some boxes, so ambuscaded him; after this attack, and finding Kisalizi held, they moved west till they came to an unfordable river (presumably the Lugogo), and then, after looking about, Bilal fixed on the spot, in which we found them, to build a boma and there to establish themselves. They were sending, or had already sent, for Mwanga and the others. They say the Soudanese had not more than twenty rounds each, some having as few as three or four. Though we have heard this story several times before, it may be true now, and may account for the slight resistance offered by them. They also say most of the men are sick of it, and would come in, but are prevented by the Effendis and non-commissioned officers, and by the fear of being shot or put in the chain gang. The Soudanese women caught belong mostly to the company here, and say they stopped as soon as they saw our Soudanese, and that if the rest had known we had Soudanese most would have remained, as they would be only too glad to be recaptured. They say they did not know we were so near or so strong; that the day before two Wanyoro had come in and reported seeing three white men with a few Indians and some Waganda, but that Bilal did not seem to think much of it, and took no precautions. They were quite surprised by our attack, being at work on the boma with some Waganda guns in front to cover them; a patrol had been sent out, but not on the road we came by.

They say they had been at that spot three days only; if true, they must have worked hard, as the boma had made considerable progress, one side being very strong, parapet about 4 feet high and 3 feet thick, with ditch and trench. There were also numerous holes dug inside as protection from fire. At the rate they had been working, another three days would have seen a very formidable boma built.

I destroyed it, levelling the earthwork and filling in the ditch and trench; the woodwork, being green, had to be cut up to make it useless; the grass huts were destroyed.

9. The patrols I had sent out to find line of enemy's retreat returned in the evening, and reported they could find no traces of his having gone to either the east or west, so this morning I had to follow on their tracks direct; these led at first to the east towards Mruli, then north, and gradually swung round to the west through very swampy ground, and eventually led to the south-west, to this place, Kikoba, where I encamped, there being no food or water, the guides say, for a long way. It is impossible to guess at the enemy's intentions; they say the Lugogo is unfordable, and that no boats are to be obtained, and that the country some way to our present front is quite eaten out by the enemy; this is corroborated by the prisoners. As we have never pursued them after an attack before they may not expect a pursuit again, and may settle down in the first food district they come to.

10. I would like to bring to notice the excellent work done by Captain Southey, in command of the firing line, and by Lieutenant Wake on the flank during the attack, and the hard work done by Lieutenant Langton, transport officer, ever since my departure from Kampala.

I have, &c.
(Signed) F. J. FOWLER, *Captain*,
Commanding No. 1 *Column.*

No. 134.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 10.)

(No. 24.)
(Telegraphic.) *En clair.* *Mombasa, February* 10, 1899.

YOUR Lordship's despatch No. 215.

Order in Council having been in operation, though not yet formally proclaimed, more than a month, am I authorized to publish Proclamation in various districts of Protectorate, date of publication being by section 4 of Proclamation commencement of Order for its special purposes, or should I wait for reply not received by this mail to my despatch No. 332 of the 29th October.

No. 135.

Foreign Office to Treasury.

Foreign Office, February 10, 1899.

Sir,

I AM directed by the Marquess of Salisbury to transmit to you the papers mentioned in the margin* relating to a proposal to levy tolls on goods passing over the main road leading from railhead of the Uganda Railway to the capital of the Uganda Protectorate, and incidentally to the application of the system to the bye-roads of the Protectorates.

If it is considered by the Treasury to be unnecessary to levy such tolls on goods belonging to the Administration of either Protectorate, it would be desirable to insert words in the draft Regulations prepared by Mr. Gray exempting such goods; and Lord Salisbury would be glad to be favoured with the observations of the Lords Commissioners of Her Majesty's Treasury on the subject.

I am &c.

(Signed) FRANCIS BERTIE.

No. 136.

Dr. Mackinnon to Foreign Office.—(*Received February* 11.)

Mombasa, January 13, 1899.

Sir,

I HAVE the honour to submit herewith the Estimates for Uganda transport for the year the 1st April, 1899, to the 30th March, 1900.

Schedule (*A*).

Shows the proposed estimate for European officers, sergeants, and clerks in detail.

Europeans.—Owing to my want of knowledge of accounts, and the intricate character of those of Uganda transport, I have asked for an accountant to deal with them, and trust this will meet with your approval.

As the railway is so shortly expected to arrive at Nairobe I have not asked for more transport officers, as the one at present there and also a sergeant will then be available to send further on to relieve any one incapacitated at the other stations.

Clerks.—The increase in clerks is necessary, as, in addition to Staff Sergeant-Major Gavigan,† three are required for the Head-quarter's Office, one of whom is store-keeper, and one for each of the up-country stations.

Schedule (*B*).

Drivers.—The number of drivers is calculated by allowing two for each cart.

To deliver 1,200 loads per month, which is the number on which I have based these Estimates, 160 carts, carrying on an average 15 loads each or their equivalent in pack animals, is necessary.

There must also be a proportion of spare carts to carry drivers' rations,

* See Part LV, Nos. 97 and 161; to Sir A. Hardinge, No. 127, Telegraphic; and *ante*, No, 111.

† Since dismissed.

tools, &c. I have, therefore, allowed for drivers for 188 carts, exclusive of Headmen and Askari.

Stable Guards.—If the sum asked for under Schedule (F) is sanctioned it will be necessary to leave men at each stable to protect them; otherwise they are liable to be destroyed by natives and passing caravans.

Station Staff.—At each depôt a permanent set of men is required as guards for stores of food, loads awaiting transport, and sick animals, and to do the every-day work of the station.

Clothing.—The Indian Muleteers are under the conditions of their engagement entitled to free clothing.

It has not been customary hitherto to supply Swahilis with more than a suit of cotton clothing, a singlet, and light blanket a-piece, all of very poor quality, and giving little or no protection from cold.

To get the best men and keep them efficient I think they should be supplied with one jersey, one warm blanket, and a pair of putees each, and request permission to do so.

Schedule (C).

Harness.—Having a large amount of harness in hand, and with what has already been ordered, I think this estimate will cover all requirements for the coming year.

I have not estimated for more carts, as with those we have, or are now on their way out, we should have sufficient.

Schedule (D).

Mules.—Of the 500 asked for in June last only 150 have as yet arrived. I have, therefore, based the requirements for next year on the supposition that the remainder will shortly be delivered, and that we should have on the 1st April about 500 in the country; allowing for spare animals this should be enough for 100 carts.

Bullocks.—As we have again commenced bullock transport, the balance of the carts required will be worked in this manner.

If the diseases which have been so rampant among cattle here during the last year remain in abeyance, I propose using bullocks largely, as over the bad roads they do better than mules.

Should the diseases unfortunately reappear, I should then propose that the sum estimated for the purchase of bullocks should be utilized in procuring mules.

Donkeys.—These are always useful, and we should have a stock. If the sum asked for is sanctioned, I would suggest a small party in charge of a reliable Swahili trader being sent to purchase them in N'Gamataka country to the west of Lake Rudolph, where they are plentiful and cheap.

Schedule (E).

As for my personal knowledge of that portion of the road from Mumia's in Kavirondo to Port Victoria, I think it improbable that it can be made passable for carts, at any rate for a number of months to come. I have estimated for the transport over this portion to be done by local natives.

Schedule (F).

I have before reported how necessary it is that stables should be erected for the mules at each camp, but up to the present, except at permanent stations, none have been built owing to sufficient men for the work not being available.

This estimate is based on the supposition that the road is to be put in order and made passable for wheeled traffic to, at any rate to Mumia's.

I have, &c.

(Signed) A. D. MACKINNON.

Inclosure in No. 136.

Estimate under Heads of Expenditure.

No. of Schedule.	Heads of Expenditure.	Amount.	Total.
		£	£
A.	Officers and clerical staff	7,500	
B.	Native staff, drivers, &c.	11,384	
C.	Equipment	3,300	
D.	Animals	15,000	
E.	Local transport	4,800	
F.	Erection of stables	1,500	
	Total	..	43,484

Schedule (A).

Salaries of Officers and Clerical Staff.

Number.	Rank.	Annual Salary.	Total.	
		£	£	£
1	Director	600	600	
3	Assistants	500	1,500	
1	Assistant	450	450	
1	Veterinary Surgeon	450	450	
1	Transport Agent, Mombasa ..	200	200	
1	Accountant	300	300	
1	Sergeant-major clerk	300	300	
4	Sergeants farrier	200	800	
2	Clerks	150	300	
7	Clerks	120	800	
4	Veterinary Assistants	150	600	
4	Carpenters, native	36	144	
4	Blacksmiths	36	144	
	Passages, officers on leave ..	..	450	
	Language allowance	..	100	
	House and office rent	..	262	
	Outfit allowances to sergeants ..	..	100	
	Total	..	..	7,500

Schedule (B)

Native Staff Drivers, &c.

Number.	Rank.		Amount.	Total.
			£	£
50	Indian drivers	2*l.* per month ..	1,200	
28	Cape boys (for portion of the year)	7*l.* „ ..	1,336	
15	Swahili Headmen ..	40 rupees per month..	480	
60	Swahili Askari	20 „ „ ..	960	
300	Drivers	20 „ „ ..	4,800	
	Indians, clothing, &c. ..	.. ..	200	
50	Return passages, Indians ..	3*l.* each	150	
28	Cape boys' return passages	.. ..	175	
	Staff Stations.			
6	Headmen	.. ..	200	
72	Porters	.. ..	1,233	
	Total	.. ..	..	11,384 [?]

Schedule (C).

Equipment.

	Amount.	Total.
	£	£
Harness	500	
Pack saddles	800	
Horse clothing	100	
Veterinary medicines and instruments	200	
Stationery	50	
Arms and ammunition	100	
Freights, landing charges, &c.	1,000	
Spare parts, carts, &c.	200	
Tents and equipage	200	
Cart grease, oil, &c.	50	
Contingencies	100	
Total	..	3,300

Schedule (D).

Animals.

Number.	Class.	Rate.	Amount.	Total.
			£	£
200	Mules	20*l.* each ..	4,000	
1,000	Bullocks	5*l.* „ ..	5,000	
1,000	Donkeys	3*l.* „ ..	3,000	
	Forage, grain, &c., for animals .	..	3,000	
	Total	..	..	15,000

Schedule (E).

Local Porter Transport.

	Amount.	Total.
	£	£
Local porter transport	4,800	
Total	..	4,800

Schedule (F).

Erection of Stables.

	Amount.	Total.
	£	£
Erection of stables	1,500	
Total	..	1,500

No. 137.

Dr. Mackinnon to the Foreign Office.—(*Received February* 11.)

Sir, *Mombasa, January* 14, 1899.

IN accordance with instructions contained in Lord Salisbury's telegram of the 1st December, 1898, I have the honour to report as follows on the past expenditure of Uganda transport.

Owing to the death of mules and bullocks from disease and other causes, in order to keep up the supply of loads to Uganda, it has been necessary to make use of contractors.

The expenditure out here from the 1st April, 1898, to the 6th January last, has been 218,891 rupees, equal, at exchange of 1*s.* 3¼*d.*, to 13,908*l.* This sum is exclusive of what has been expended through the Crown Agents for the Colonies in the purchase of carts, mules, and other material.

For contracts now in process of fulfilment and which have yet to be settled for, exclusive of the contract with the Italians for the transport of the 1st Battalion Uganda Rifles (Major Evatts) a sum of 8,000*l.* will be required.

For the transport of the 1st Battalion Uganda Rifles with 3,000 loads a sum of 12,000*l.* will be necessary.

For wages underdrawn of drivers and native staff up-country with what they will have earned by the 31st March, 1899, a sum of 4,000*l.* will be wanted.

During the period up to the 1st April, 1899, it is probable 3,000 loads will have to be dispatched for Uganda Protectorate. As it is unlikely that Uganda transport carts can carry more than 1,000 in that time, the remainder will fall to be sent up by contractors at an average cost of 4*l.* per load to Port Victoria. To meet this expenditure will take 8,000*l.*

I have, &c.
(Signed) A. D. MACKINNON.

No. 138.

Treasury to Foreign Office.—(*Received February* 11.)

Sir, *Treasury Chambers, February* 9, 1899.

I AM directed by the Lords Commissioners of Her Majesty's Treasury to reply to your letter of the 31st ultimo on the subject of a contract entered into last year at Mombasa, by which an Italian named Lorenzetti bound himself to transport 1,500 loads per month to Lake Victoria for a period of one year at the rate of 3 annas per mile for each load.

It is represented that Lorenzetti did his best to carry out his contract, but failed to do so, and the Marquess of Salisbury inquires the opinion of my Lords on the suggestion of Her Majesty's Sub-Commissioner at Mombasa that the contractor's claim for a payment on account of loads taken a part of their way, but not delivered at their destination, should be submitted to arbitration.

My Lords observe that 1,600 loads are in question, and that these loads not having been delivered at their destination within four months, the contractor, under the terms of his contract, forfeits all transport. In these circumstances, it appears to my Lords that any concession made on account of loads sent part of the way must be an act of grace, and that to submit a claim for such a payment to arbitration would have the appearance of an admission that some payment is due under the contract. Their Lordships suggests that any proposed payment might fairly be the subject of informal communication between Mr. Craufurd and the Italian Consul, but that it should be made clear that no liability on the part of the Protectorate authorities is admitted, and therefore that the subject cannot be regarded as suitable for arbitration.

I am to add that, in cases of failure to carry out such a contract as this for (say) the Admiralty or War Department, it is the usual practice to take into account, in considering any concession not provided for by the contract, any extra expense beyond the price of the contract incurred by the Department in getting the service performed in some other way. My Lords do not find in your letter and inclosures any information showing what extra expense was caused to the Administration by the failure of Lorenzetti to carry out his contract, and they think that it would be well to call the attention of Mr. Craufurd to this point.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 139.

Colonial Office to Foreign Office.—(*Received February* 11.)

Sir, *Downing Street, February* 10, 1899.

WITH reference to your letter of the 21st December, and to subsequent correspondence, as to the right of Her Majesty's Vice-Consul in German East Africa to exercise control over British and British-protected vessels in German territorial waters, I am directed by Mr. Secretary Chamberlain to state that he is unable to supply the general information desired by the Marquess of Salisbury, but that he apprehends that, in the Colonies, as in the United Kingdom, German Consuls are entitled to exercise, in respect of German ships, whatever powers are given to them by the law of Germany, so long as such powers do not conflict with the laws in force in the Colony.

2. I am to add that, if Her Majesty's Agent and Consul-General at Zanzibar would specify any particular powers exercisable by British Consuls in respect of British ships, as to which he is in doubt whether corresponding powers are exercisable by German Consuls in British Colonies, it would, no doubt, be possible to obtain the necessary information.

I am, &c.
(Signed) FRED. GRAHAM.

No. 140.

The Marquess of Salisbury to Sir A. Hardinge.

(No 25.)
(Telegraphic.) *En clair.*

Foreign Office, February 11, 1899.

EAST AFRICA Estimates. Following reductions made :—

One Political Officer, with Masai, 400*l.*; house for ditto, 380*l.*; one District Officer, Seyyidieh, 400*l.*; buildings at Hameye, 190*l.*; porters, Hameye, 63*l.*; station at Serenli, 600*l.*

Provision made for 6,000*l.* extra for officers' accommodation, barracks, and hospitals; and 2,000*l.* extra for police, including 400*l.* for Commandant.

No. 141.

Foreign Office to the Law Officers of the Crown.

Foreign Office, February 11, 1899.

Gentlemen,

I TRANSMIT herewith, by direction of the Marquess of Salisbury, certain despatches from Sir A. Hardinge, Her Majesty's Agent and Consul-General in Zanzibar and Commissioner in the East Africa Protectorate,* relating to questions affecting the claim of the Imperial German Government to exercise jurisdiction in the dominions of the Sultan of Zanzibar over certain persons who are held by the latter to be subjects of Zanzibar.

The following is a concise statement of the points raised in each despatch :—

No. 19 deals with the case of a Zanzibar Arab who had always been considered a Zanzibar subject. After the rebellion he claimed and obtained German protection, on the ground that he held property in the German East African territory and was there when the German flag was hoisted.

An action was brought against him in the Sultan's Court for the recovery of a debt: Mr. Cracknall, sitting as Judge, decided that the Court had jurisdiction and gave judgment. The Acting German Consul claimed to know the grounds; Mr. Cracknall, as Judge, considers that he is not bound to give his reasons after judgment. The Acting German Consul is aggrieved, and Her Majesty's Government may probably receive representations from the Imperial German Government on the subject of the case through Her Majesty's Embassy at Berlin. The point of vital importance in the case is how far Germany can exercise rights over "protected persons" as apart from "subjects." Sir Arthur Harding's observations are directed to prove that the former are not entitled to Treaty privileges. The Treaty between Germany and Zanzibar only speaks of "German subjects," but has a most-favoured-nation clause which might entitle Germany to claim any privileges in regard to jurisdiction which are enjoyed by France, whose claims in this respect are wide.

Sir Arthur argues that a native of German East Africa has not in German law all the rights of a German, and cannot, therefore, be claimed as such; and further, that even if he has such rights in German territory this fact cannot affect the nationality in Zanzibar of a Zanzibar subject, who cannot in that country be divested of his nationality. Supposing, he says, a native of German East Africa had possessed property in, and had been present himself in, Witu when it was transferred by Germany to England, would the German Government admit that on returning to German territory he was not amenable to German jurisdiction?

No. 20 contains the reply of the Acting German Consul to this argument. He argues that the natives of German East Africa have always been held, in all international respects, to be real nationals of the German Empire, "Reichsangehörige," just as natives of British India are British subjects, although in internal matters they are treated differently from other British subjects who are not natives of India.

Sir Arthur replies that if the German law does not recognize such persons as German nationals in the full sense of the term, Her Majesty's Government cannot be expected to go beyond the German law, and to admit them to the privileges reserved by Treaty to Germans alone. He also alludes to the position apparently assumed by the German authorities on the coast in regard to Vice-Consul Dundas (No. 318, the 12th October, 1898), viz.: that German East Africa is not subject to the Treaties between Great Britain

* Sir A. Hardinge, No. 19, Treaty, No. 20, Treaty, and No. 21, Treaty.

and Germany, that a special arrangement is necessary to give the Vice-Consul powers over British vessels in the territorial waters of that Protectorate. The Germans refuse most favoured treatment in German East Africa to British Indians and treat them as African natives; and Sir Arthur argues thereon that either the German mainland is German territory for the purposes of the British Treaties, or, that its natives are not Germans for the purposes of the Zanzibar Treaties.

No. 21 deals with the case of a German clerk in the employment of the Uganda Railway, who was fined in Mr. Craufurd's Court for possessing unlicensed fire-arms. He at first accepted jurisdiction, but, when sentenced, appealed to his Consul, who is believed to have referred to Berlin for instructions with reference to the matter.

Sir A. Hardinge argues: firstly, that so far as the clerk is concerned, he cannot now be heard to contend that he is not amenable to a jurisdiction to which he originally attorned of his own free will; and, secondly, that the question of fire-arms being one of those dealt with by the Brussels Act, and that Act giving the territorial Power the right to punish infractions of it, and superseding any existing Treaties in matters to which it relates, the German Government has no *locus standi*. The German Consul contends that any enactments made by Her Majesty's Government under the Act require sanction by his Government.

Sir A. Hardinge proposes to contest this on the general ground given above.

A copy of Sir A. Hardinge's despatch No. 318 of the 1st December, 1898, which is indirectly alluded to in his No. 20, Treaty, of the 17th November, 1898, is inclosed for convenience of reference, together with a copy of a Minute by Mr. Davidson, Q.C., which deals with the legal aspects of the points raised in Nos. 19, 20, and 21, and a copy of the Brussels Act, the provisions of which are invoked by Sir A. Hardinge in support of his argument.*

The jurisdictional claims advanced by the German authorities in Zanzibar raise contentious questions of considerable importance, and I am to request that you will take the various papers now submitted to you into your consideration, and will favour his Lordship with your opinion as to the course which should be pursued in regard to the points which they specially raise, together with such other observations as will, in your judgment, be of assistance to Lord Salisbury in dealing with the general question.

I have, &c.
(Signed) FRANCIS BERTIE.

No. 142.

Foreign Office to the Law Officers of the Crown.

Gentlemen, *Foreign Office, February* 13, 1899.

I HAVE the honour, by direction of the Marquess of Salisbury, to transmit to you the papers which relate to the question of lodging an appeal on behalf of the Secretary of State for Foreign Affairs against the recent Judgment of Her Majesty's Court for Zanzibar (sitting as the Court of Appeal from the Court for East Africa) in the case of Charlesworth and others *v.* the Secretary of State for Foreign Affairs.

The circumstances in which your advice is now sought are briefly as follows.

After Her Majesty's Government had decided to build a railway from Mombasa, in the East Africa Protectorate, to a point on Lake Victoria in the Uganda Protectorate, engineers and other persons were sent out to begin the work with as little delay as possible. The situation of the terminal station in the island of Mombasa and the direction of the line in its vicinity were quickly settled. It then became necessary to acquire the land required for the station and the line. Mombasa Island is within the dominions of the Sultan of Zanzibar, and it did not appear that any well-defined legal machinery existed in the Sultanate with regard to the acquisition of land for public or Government purposes. Certain persons were, by the action of the Protectorate Administration, formed into a Committee to inquire into the value of the land required.

The Committee did not bid fair to make any rapid progress and, as the matter was urgent, the Indian Land Acquisition Act of 1894 (Document A) was applied, under the powers given by "The Zanzibar Order in Council, 1884" (Document B).

Certain of the land-owners, among whom were Messrs. Charlesworth, Pilling, and Co., were dissatisfied both with the value assigned to the land required for the rallway, and also with the mode in which the proceedings had been conducted under the Act, and, earlier, under the Committee.

* Mr. Davidson, January 20, 1899; Brussels Act; see Part LV, No. 70.

Messrs. Charlesworth and Co. ultimately commenced an action against the Secretary of State for Foreign Affairs in the Coasular Court competent to hear the matter.

The Judgment of this Court will be found in Sir A. Hardinge's despatch No. 173 of the 7th August, 1897 (Document D).

Messrs. Charlesworth and Co. appealed against this Judgment, and the Appeal was heard by Her Majesty's Court for Zanzibar, sitting as the Court of Appeal for cases heard in First Instance in the East Africa Protectorate.

The text of the Judgment of the Zanzibar Court will be found in Sir A. Hardinge's despatch No. 382 of the 11th December last (Document E).

It must be added, with a view to giving the necessary explanations, as to the several Orders in Council under which the successive stages of the case bave been conducted, that, when the action was commenced, the mainland dominions of the Sultan of Zanzibar,—of which, as has been said above, Mombasa Island is a part,—although administered by officers acting under the orders of Her Majesty's Government, was, as regards the British Extra-territorial Courts, considered as a part of the Protectorate of Zanzibar; the Court in which the action was commenced was therefore held under the provisions of "The Zanzibar Order in Council, 1884" (Document B).

Under that Order, appeals from the Consular Court at Mombasa lay to the High Court at Bombay; but, before the Appeal could be heard by that latter Court, "The East Africa Order in Council, 1897" (Document C), had come into operation, and the Court at Bombay considered that it had no longer jurisdiction in the matter.

The Appeal was therefore heard by Her Majesty's Court for Zanzibar, under the East Africa Order in Council of 1897.

Lord Salisbury consulted the Lords Commissioners of Her Majesty's Treasury as to whether an appeal should be lodged against the Judgment of the Court at Zanzibar, and the letter to the Treasury and the reply received from that Department are inclosed (Documents F and G).

In accordance with the suggestion made by the Lords of the Treasury, Lord Salisbury directs me to inquire whether, in your opinion, having regard to all the circumstances of the case, an appeal on behalf of the Secretary of State to the Judicial Committee of the Privy Council is necessary or desirable.

His Lordship would also be glad to be favoured with any observations which the perusal of the papers may suggest to you, and which would be of use to his Lordship or to the Lords of the Treasury in connection with the case.

Finally, I have the honour to call your especial attention to the last paragraph of the letter from the Treasury, where it is suggested that, should you wish for the assistance of an expert in Indian law in advising on the case, the Attorney-General wlll no doubt nominate a qualified person for the purpose.

I have, &c.
(Signed) FRANCIS BERTIE.

List of Papers.

(A.) "Indian Land Acquisition Act, 1894."						
(B.) "Zanzibar Order in Council, 1884."						
(C.) "East Africa Order in Council, 1897."						
(D.) Sir A. Hardinge	..	(No. 173)	August	7, 1897
(E.) Ditto	..	(No. 382)	December	11, 1898.
(F.) To Treasury	..	..	January	30, 1899.
(G.) Treasury	..	..	February	3, 1899.

No. 143.

Intelligence Division to Foreign Office.—(*Received February* 14.)

THE Director of Military Intelligence presents his compliments to the Under-Secretary of State for Foreign Affairs, and has the honour to submit the following observations on Sir A. Hardinge's telegram No. 22 of the 9th instant, a copy of which is herewith returned.

With regard to the withdrawal of the 27th Bombay Native Infantry from Uganda, Sir John Ardagh can only adhere to the opinion expressed in his note of the 22nd November last, that the Officer Commanding the troops in that Protectorate should be

No. 144*.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 31.)

(Telegraphic.) P. *Foreign Office, February* 15, 1899.

WITH reference to your telegram No. 27 of yesterday's date, you cannot maintain the two advanced posts of Kenia and Lerenli. Expenditure which Her Majesty's Government can ill afford could be thereby entailed, and much worse the danger involved of having to undertake punitive expeditions, the expense of which may be very great. This advance towards the north-east must be put off until there is less severe pressure in other parts of the Empire. Civil assistance, if required, in stations where military officers are quartered can be afforded by them.

given discretion in the matter; the means of communication between London and Kampala are still very slow; the Protectorate proper is by no means yet settled, and the detachment of Colonel Martyr's column down the Nile adds seriously to the military responsibilities of the Commandant.

As regards the situation of affairs in the Protectorate, it is understood from a private letter which has just reached England, that the mutineers (strength, about 300 Soudanese and 500 Waganda) were, on the 8th November last, concentrated at Kikakure in the extreme south of Unyoro; serious difficulties may therefore yet arise before this band is finally overthrown.

Colonel Martyr's column is still pushing down the Nile, and is believed to have as objective a junction with the Egyptian forces.

Under these circumstances, it appears most essential not to embarrass the Officer Commanding the troops in Uganda with any precise orders with regard to the withdrawal of the Indian regiment.

From Colonel Ternan's recent despatch forwarding the Uganda Military Estimates for the ensuing year, it is gathered that he contemplates being able to dispense at an early date with the 27th Bombay Native Infantry, provided that a certain increase in his local forces is sanctioned. Sir John Ardagh agrees with the remarks on this despatch, which were submitted yesterday personally by Major Altham to Mr. Brodrick, and thinks that it would not be safe at the present moment to reduce the troops in Uganda below the strength which Colonel Ternan reports to be necessary.

With regard to the minor point of the provision of huts at Ndi for the 27th Bombay Native Infantry, the Director of Military Intelligence thinks that the request is somewhat an unusal one, and that some further explanation of its necessity might with advantage be called for before the expenditure is sanctioned.

18, *Queen Anne's Gate, London,*
February 14, 1899.

No. 144.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 30. Africa.)
(Telegraphic.) *En clair.* *Foreign Office, February* 15, 1899.

MR. CRAUFURD'S telegram No. 18.

He should consult informally with Italian Consul, making it clear that no liability on part of Protectorate is admitted, and that subject is, therefore, not suitable for arbitration. What extra expense was caused to Administration by failure of contractor?

No. 145.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 42.)
Sir, *Foreign Office, February* 15, 1899.

I HAVE received your despatch No. 19 of the 10th ultimo, forwarding a translation of the Decree issued by the Sultan of Zanzibar instituting a new judicial system in the Islands of Zanzibar and Pemba.

I have received with satisfaction this renewed proof of the solicitude of His Highness for the welfare of his people and for the good administration of his dominions, and shall watch with interest the working of the Decree. I have to request you to convey to His Highness an expression of my sentiments in the matter.

I am, &c.
(Signed) SALISBURY.

No. 146.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 44.)

Sir, *Foreign Office, February* 15, 1899.

I HAVE received your telegram No. 19 of the 31st ultimo, and the arguments therein put forward in regard to the future military force of the East Africa Protectorate have been fully considered, together with those contained in your despatch No. 372 of the 16th December, forwarding a revised copy of the Estimates for the financial year 1899–1900.

I fully appreciate your desire to keep down the expenditure on the Protectorate; and the great growth of the Estimates for the various African Protectorates administered by this Department makes it essential to pay the greatest attention to the various items. The state of the military forces of the Protectorate has, however, for some time caused considerable anxiety to Her Majesty's Government, and the fact of their insufficiency has been brought vividly before them by the necessity of obtaining aid from India to put down local risings and disturbances. When, therefore, your despatch No. 227 of the 20th July last was received, in which you dwelt on the inadequacy of the existing force and inclosed a scheme for its increase in two years' time by a gradual process, I referred the matter to the Intelligence Division of the War Office. They entirely concurred in your opinion as to the inadequacy of the force, but went somewhat further in urging its immediate remodelling, the retention for a certain period of the Indian contingent and the formation of a camel corps. The proposal for a camel corps has not been carried out; but Her Majesty's Government are unable to contest the opinion of their military advisers as to the insufficiency of the numher of officers considering the wide dispersal of the troops, and have decided to put in force, at once, the rest of the scheme. You have been informed by telegraph of this decision, the effect of which is that the necessary additional officers, to the number of sixteen in all, are being appointed, and 400 Soudanese are being recruited in Cairo to replace those who will be discharged from the present force, and to bring the number up to 550 (five companies of 110 men each). The new officers will be sent out with them, or at such times as may be most useful and convenient, and you will be duly advised of the dates on which they will arrive at Mombasa. The reorganization of the force will entail its greater concentration than has hitherto been possible, and this will necessitate the erection of accommodation for officers and men for which no provision has been made in the Estimates sent home by you or in those prepared by the Intelligence Division. Major Harrison has placed the amount which will be required at 6,000*l.*, viz., 3,000*l.* for officers' quarters, 2,000*l.* for barracks, and 1,000*l.* for small hospitals. I gather from your telegram No. 19, above referred to, that you do not consider this amount excessive, and provision will, therefore, be made for it in the forthcoming Estimates for 1899–1900. The new force will, henceforth, be employed solely for military purposes, and it will consequently be necessary to increase the numbers and improve the character of the police. A sum of 2,000*l.* has been taken for this purpose—which will include 400*l.* as salary for the Officer in Command.

A further despatch will be addressed to you on the subject of the General Estimates for the ensuing year.

I am, &c.

(Signed) SALISBURY.

No. 147.

Local Government Board to Foreign Office.—(Received February 16.)

Sir, *Whitehall, February* 14, 1899.

I AM directed by the Local Government Board to acknowledge the receipt of your letter of the 19th ultimo, and of its inclosures, with reference to the Sanitary Regulations which have been made for the East Africa Protectorate and for Zanzibar; and I am to forward to you, for the information of the Marquess of Salisbury, the accompanying

copy of a Minute on the subject by Sir Richard Thorne, Medical Officer to the Board.

I am, &c.
(Signed) JOHN LITHIBY,
Assistant Secretary.

Inclosure in No. 147.

Minute by Sir R. Thorne Thorne.

The President,

I BEG leave to submit the following comments on the documents relating to the Quarantine Rules for Zanzibar and the East Africa Protectorate, and which are professedly framed in accordance with the Venice Sanitary Convention, 1897.

(A.)—*Covering Letter of Sir A. Hardinge, December* 15, 1898.

If Zanzibar and the East Africa Protectorate can be regarded as one for the purposes under consideration, the establishment of a single station at Prison Island, Zanzibar, for the territories under Her Majesty's Commissioner would be held to be a sufficient compliance with the terms of the Venice Convention, 1897, in so far as the last paragraph but one of Titre VIII is concerned.

The provision and maintenance in readiness of a vessel suitable for hospital purposes to be anchored off that island, may also be deemed a sufficient provision for the isolation of any cases of plague or suspected plague.

But if only a single station and hospital ship be maintained, the fact should be made known at ports with which the Protectorate and Zanzibar are in communication, so that infected vessels should at once make their way to the sanitary station instead of first calling elsewhere, as at Mombasa, and then having to sail to a distant port before the sick can be separated from the healthy.

But I gather from that which has recently transpired, that in Zanzibar and the Protectorate, it will be deemed necessary and not merely permissive, as provided for under the Convention, that in the case of an infected ship and after the removal of the sick, the remainder of the persons on board shall be kept "under observation" for a period not exceeding ten days. If these hitherto healthy persons are retained on board, difficulties can hardly fail to arise in connection with such matters as the efficient disinfection of the infected vessel. The provision of a land encampment would remove this difficulty, and, as regards supplies and otherwise it could be much more easily administered than would be the case on board ship. I do not gather whether any such provision is in contemplation or whether the "healthy" passengers and crew are to go through their "observation" on board the "infected" vessel.

(B.)—*Quarantine Rules for the Port of Zanzibar.*

As to these I would, at the onset, ask whether it is necessary to retain the antiquated term "quarantine," which finds no place either in the Venice Convention, 1897, or in any modern Conventions dealing with the prevention of disease. It would be well to avoid it throughout.

1. This requirement as to hoisting a flag on arrival from an infected or suspected port, may be regarded as a domestic regulation, and hence not to have direct concern with the Convention. The basis of the Convention, however, is that a ship is to be judged by reason of the health of those on board and not by reason of the state of health of the port of departure, and it imposes no obligation on any Government to announce that it has a suspected port. Indeed, the term "suspected" as applied to a port, has no definite significance. It can hardly do more than embody the personal opinion of someone living in a different country to that of the port of departure. The intention of the Venice Convention is that every incoming vessel shall be visited, or be able to visit, and shall be dealt with according to its sanitary history.

2. Assuming that in the case of "healthy" vessels this only applies to the period before the Health Officer's visit, I have no comment.

3 (1.) The requirement as to "12 days" as regards healthy vessels from the time of leaving an infected or suspected port, instead of the "10 days" in the corresponding rules of the Venice Convention, seems to me unfortunate. It was in the interests of British and Indian shipping that the limit of 10 days was aimed at and secured at the Venice Conference; and the insertion of 12 days in the case of this Protectorate might be open to severe criticism as to the motives which influenced the British and Indian delegation when they objected to a longer term than 10 days as regards sailings for the Persian Gulf or up the Red Sea. Besides which there is no medical evidence to show that a longer period is necessary.

(C.) The same remark as to twelve days applies here. (See Convention, Titre VIII: Navires Indemnes.)

(D.) This should be restricted to ten days from the date of departure from an infected port.

(2.) This is, of course, far more stringent than the terms of the Venice Convention, whether as regards vessels entering the Basin of the Mediterranean (see, for example, the Convention, Part III: (2) Voie Maritime; and Titre VIII: Navires Indemnes), or passing up the Persian Gulf, unless, indeed, the vessel be found to be in a bad sanitary state (see Convention: "Mesures à prendre dans le Golfe Persique. Régime Sanitaire," &c.).

Indeed, as regards a vessel ascertained to be healthy after medical visit, it finds no justification either in the Convention or in medical necessity.

4 (*a*.) I do not quite understand the wording of this. It would seem that the boarding of the vessel for inquiry and inspection, &c., were conditional on the completion of a twelve days' passage. This view seems borne out by the proviso following (*b*). Every vessel should be medically inspected on its arrival quite independently of the length of voyage.

(*b*.) I have already commented on 3 (1) in its application to vessels found to be healthy.

5 (*a*.) The conditions laid down in the latter part of this paragraph apply to every vessel as to which the Health Officer is not satisfied that it is not "healthy." Any such restrictions should only be applicable when he definitely certifies the vessel to be either suspected or infected.

(*b*.) See my previous comments as to the application of 3 (1) to a healthy vessel, &c.

6. The Regulation as to transhipment of cargo and passengers "in quarantine" seems to apply to healthy vessels. If they are healthy, I do not understand their application, and this especially in the case of passengers.

7. Definitions of "healthy," "suspected," and "infected."

It would be far better to accept the definitions in the Convention. Besides which, there is no indication here as to what diseases are to be taken into account in deciding whether a bill of health is clean or not. Rule 4 refers to plague "or other infectious disease." Whatever the latter words may include, they have no concern with the Convention. There is confusion as to this in different parts of the Regulations. It should also be made clear whether "bill of health" refers to health on board or health at port of departure.

Later on, the Rules refer to "the only measures which the authorities . . . . . may enforce with regard to 'healthy vessels.'" These comply with the terms of the Convention, except in so far as the modification as to the period of observation which precedes is concerned.

Indeed, as far as I can understand the relation of the different portions of these Rules to each other, it seems to me that the Rules under this heading "7" conflict with preceding ones as regards "healthy" vessels.

8. In so far as the Rules, to be hereafter made by the First Minister, deal with matters of local administration, and do not violate any of the terms of the Venice Convention, they would not involve any international Agreement that might be come to as to adoption of the Convention in question by Zanzibar and the Protectorate.

9. This Rule conveys nothing definite. The valueless processes for the disinfection of mails—processes which are devoid of scientific meaning—are, I assume, not here in question. They are prohibited under Titre IV: (4) "Désinfection."

11. Here, again, arises the difficulty of judging vessels by reason of communication with ports deemed to be infected or suspected. The difficulty is emphasized by references to a mere indirect communication which may take place hundreds or thousands of miles away from the infected or suspected ports, whilst both vessels may be perfectly and obviously healthy vessels. This is, of course, entirely opposed to the whole tenour of the Venice Convention.

13. This would mean that the ports, such as of Southampton, London, Marseilles, Brindisi, &c., being in communication with Bombay, are to be regarded by a Protectorate under Her Majesty's Government as "suspected."

What object is to be gained by such a Regulation as regards healthy vessels for example, I fail to understand. Certainly such panic legislation is calculated to do much harm to British and Indian commerce in foreign ports.

Besides which, this amounts to another definition of a "suspected" vessel than that given in paragraph 7, where it is not a question of a port but one of twelve days.

As regards the Code under the heading "East Africa Protectorate," I need only say that the points already adverted to practically include that which I should find it necessary to say on that Code. I would only add, as regards Regulation 14, that it is hardly a Regulation to say that, notwithstanding all the other Regulations, every possible and undefined attitude beyond the Regulations may be taken because a certain officer holds a certain opinion.

Nothing is more detrimental to the proper observance of Regulations than to allow them to be set aside in this arbitrary way. Each Government should settle what it may need, and regulate the need, so that other Governments may know what their shipping may expect. That, indeed, is the main reason for the existence of the Venice and other like Conventions.

Summary.

The Rules submitted to me differ from the Venice Convention in several respects. Two of these differences call for further comment.

1. Persons on board vessels are judged by reason of the state of health of the port of departure, instead of being judged by reason of the state of health on board. As to this, it may be well to recall the fact that Her Majesty's Government refused for nearly half a century to be a party to any international Agreement or Convention until it was conceded at Venice in 1892, that this method of judging vessels should be abandoned.

Since that date all the four Conventions which have received the consent of Her Majesty's Government have been framed on the view that a vessel shall only be judged by reason of the state of health on board.

If Her Majesty's Government now revert to the former system as regards a British Protectorate, it will naturally be said that Great Britain and British India, having demanded and obtained for their own shipping at ports of the Persian Gulf, the Red Sea, and the Mediterranean, that which they wanted for commercial reasons, now proceed on exactly opposite lines when the safety of their own ports is concerned. I know of no answer to so just a criticism.

2. The extension of the period of "ten days," as laid down in the Convention, to "twelve days" for East Africa, is open to precisely the same criticism; and if the same period were made applicable to healthy British-Indian ships in the Persian Gulf and in the Red Sea, it could not fail to constitute a very serious restriction. Besides which, I know of no medical necesssity for extending the period in the case of East Africa.

At the Venice Conference nine days, as a period of incubation for plague, was deemed, by an overwhelming majority, to be an ample period for all purposes of sanitary administration, and one day was added making it ten days, so as to cover any misunderstanding as to the meaning of a "day."

It is only where plague has been on board a vessel that it is allowed—again for administrative purposes, such as cleansing and disinfection after the occurrence of the last case—to extend the period to twelve days.

The period of ten days has to do with a healthy transit, and it is the period outside which no vessel which has not had disease on board may be dealt with as if she were infected.

The period of twelve days is the minimum period since the actual occurrence of plague on board on which a vessel can claim to be no longer dealt with as infected.

3. It would be far more convenient, and quite as great a safeguard, if such rules as are intended to embody matters dealt with in the Convention were worded in the actual terms of the Convention.

But, if I am right in assuming that the restrictions which it is desired to impose in East Africa in excess of those sanctioned by the Convention, are deemed necessary because of the coolie immigration, then it would be well to append to the Convention Regulations a statement to the effect that it has been deemed necessary to make certain

additional Regulations under the provision of the Convention (Titre VIII: "Partie Maritime; mesures à prendre dans les ports"), which runs as follows :—

"Des mesures spéciales peuvent être prescrites a l'égard des navires encombrés, notamment des navires d'émigrants . . . . ."

4. In conclusion, I cannot too strongly emphasize the fact that no Regulations which it is possible to carry out in a country which remains in any sort of communication with another one where the infectious disease prevails, the importation of which is in question, can be expected to make up for the want of such measures of sanitary administration as go to inhibit the furthur spread of that disease if it should manage, in some unrecognized form or otherwise, to elude the restrictions laid down. The adoption of such sanitary measures also gives a local confidence which no number of Regulations can possibly afford.

(Signed) RICHD. THORNE THORNE.

February 9, 1899.

No. 148.

Intelligence Division to Foreign Office.—(*Received February* 16.)

THE Director of Military Intelligence presents his compliments to the Under-Secretary of State for Foreign Affairs, and, in conformity with his note of the 10th instant, the inclosures of which are herewith returned, has the honour to submit, for Lord Salisbury's consideration, the following observations on the letter from the India Office to the Foreign Office on the 31st ultimo, and its inclosure, from the Government of India, relative to the employment of Indian troops in Africa and the Colonies.

The troops with which the Foreign Office is concerned are :—

1. Indian contingent, British Central Africa Rifles, strength 175 Sikhs.

2. Indian contingent, of the two companies British Central Africa Rifles, raised for police duties in North Rhodesia at the request of the British South Africa Company, strength 40 Sikhs.

3. Indian contingent, British East Africa Rifles (strength 200), believed to be Punjabi Mahommedans.

4. Indian contingent, Uganda Rifles (strength 400), half Sikhs, half Punjabi Mahommedans.

5. Indian contingent, Major Macdonald's expedition. Original strength 30 (Sikhs), but since diminished by losses in the field.

6. 27th Bombay Native Infantry, now temporarily employed in Uganda.

7. A half battalion of the 4th Bombay Native Infantry, lent for service in British East Africa last year, but returned to India since the date of the despatch of the Indian Government.

As regards the probability of the above troops being dispensed with before long, Sir John Ardagh would submit the following remarks :—

1. British Central Africa contingent. From recent conversations with Lieutenant-Colonel Manning, the Intelligence Division have gathered that a certain proportion of Indians are still essential to act as the N.C.O.s of the Yao battalion, and will also be needed to instruct the 2nd Yao battalion which is now being raised for service in Mauritius. Under these circumstances—although a gradual reduction is contemplated by the Commandant of the British Central Africa Rifles, yet it seems doubtful if this contingent could be dispensed with altogether in the immediate future.

2. For similar reasons the small Indian contingent raised for service with the two companies of the British Central Africa Rifles, which have recently been recruited to act as police in Northern Rhodesia, are also indispensable for the present.

3. There is every reason to hope that the Indian contingent of the East Africa Protectorate will not be needed on the expiration of the term of their present engagement for two years.

4. As regards Uganda, however, it would appear unwise to enter into any positive engagement to dispense altogether with an Indian contingent at an early date. That country is still in an unsettled condition; the Swahili portion of the newly organized battalions does not appear to be as yet quite satisfactory, and it would be dangerous to again allow the entire fabric of the local Government's authority to rest on no other basis

than the loyalty of the Soudanese. The heavy expense of Indian troops is a great drawback to their retention in Uganda, but the expense would appear for the moment unavoidable, and will diminish *pari passu* with the advance of the Uganda Railway. It would seem also well worth the consideration of the local Administration whether efforts could not be made to grow locally in Uganda the supplies required by Indian troops.

5. Lieutenant-Colonel Macdonald's expedition is now on its way to the coast.

6. As regards the 27th Beluchis, it has been decided by the Secretary of State for Foreign Affairs that this regiment is to be withdrawn from Uganda, as soon as the Officer Commanding the troops in that Protectorate considers it safe to dispense with their services.

7. The half-battalion of the 4th Bombay Rifles have already returned to India.

Looking therefore to the above considerations, the Director of Military Intelligence ventures to suggest that the India Office should be informed that it is hoped that the military situation in Uganda will at an early date permit of the return to India of the 27th Bombay Native Infantry; that the 4th Bombay Native Infantry have already returned; that it is anticipated that on the expiration of the present engagement of the Indian contingent serving in the East Africa Protectorate, it will be possible to intrust the military duties of that Administration entirely to local troops; and that as regards the Indian contingents employed in Uganda, British Central Africa, and Northern Rhodesia, Lord Salisbury is anxious to effect a gradual reduction of their numbers, as soon as the military and political circumstances of those territories allow, but that he cannot for the moment see his way to give any definite undertaking on the point.

The Director of Military Intelligence ventures, however, to point out that the despatch of the Indian Government does not greatly press for the immediate return to India of the troops employed in Africa and the Colonies, but rather calls attention to the inconvenience of the present method of their recruitment, and the undue drain on the Sikh portion of the sources available for the recruitment of the Indian army.

The despatch appears to suggest that in future Punjabi Mahommedans should be accepted for service in Africa in lieu of Sikhs. The Indian Government also suggest that instead of special corps being raised for service out of India, Indian battalions should be sent as complete units and relieved from India after a term of years (although, perhaps, the last proposal is intended rather to apply to the case of corps stationed in the Colonies and under the administration of the War Office or Colonial Office).

Sir John Ardagh gathers from the despatch that the Indian Government would be glad to receive a definite reply to these two suggestions.

As regards the acceptance of Punjabi Mahommedans in lieu of Sikhs, the Director of Military Intelligence is inclined to advise that no objection should be raised.

As regards the suggestion that a complete Indian battalion should be substituted in place of the present Indian contingents this proposal would seem inapplicable to the circumstances of the three territories under the Foreign Office—Uganda, British Central Africa, and Northern Rhodesia—for which alone Indian contingents will be necessary in the future. Apart from all other difficulties neither of these territories will need anything approaching the establishment of an Indian battalion, and it would be very inconvenient to split up one battalion between Uganda and British Central Africa. There would seem therefore no alternative to the present system, so far as the troops under the Foreign Office are concerned.

18, *Queen Anne's Gate, London,*
February 14, 1899.

No. 149.

Intelligence Division to Foreign Office.—(*Received February* 17.)

THE Director of Military Intelligence presents his compliments to the Under-Secretary of State for Foreign Affairs and, in reply to his letter dated the 28th December, relating to the Anglo-German Boundary at Jasin, and transmitting some papers recording astronomical observations taken by Dr. Maurer, begs to state that these observations result practically in nothing more than that which has been already acknowledged by Sir A. Hardinge to General Liebert, namely, that the azimuth line from Ras Jimbo to Lake Jipé cuts "the rising ground upon which the village of Jasin stands" at a point somewhere north of Jasin, and not just south of that village, as is

shown in the Commissioners' maps of the boundary. From information received, since the work of the Boundary Commissioners, it appears that Ras Jimbo was placed on their map about 500 yards to the south of the position which it is believed to occupy.

Dr. Maurer, on the other hand, on p. 41 of the MS. book, accepts the original position of Ras Jimbo, but obtains the same result as regards the relative position of Jasin and the azimuth line from Ras Jimbo to Lake Jipé, by placing Jasin about 460 yards south of its position on the Commissioners' map.

The revised Admiralty position for Ras Jimbo agrees approximately with that referred to above, a position which this Division is inclined to accept as the more correct; it places Ras Jimbo about 800 yards north of the position accepted by Dr. Maurer, whose determination is probably incorrect, as it is dependent upon latitudes taken from the Admiralty Chart previous to revision.

The German Government evidently desires that the boundary, as described in the Treaty of 1893, should be applied to the corrected mapping; if this be done Sir John Ardagh is of opinion, as stated in his previous letter, dated the 9th December, 1897, that the boundary will run from the head of the Ngobwe Creek in a straight line to a point on the rising ground somewhere between Jasin and Msemalale, the former village falling into German territory.

Sir Arthur Hardinge, in his despatch No. 112 dated the 16th April, 1898, states that it can be proved that this was not the intention of the Commissioners; but there is nothing in the papers in this Division to show, when the Commissioners decided to run the boundary "to the point where the straight line from Ras Jimbo to Lake Jipé meets the rising ground upon which the village of Jasin stands," that they did so with the express intention of putting Jasin in the British sphere.

Dr. Maurer further furnishes a traverse of the Ngobwe Creek with the object presumably of reiterating the German contention, made originally in General Liebert's letter, dated the 27th December, 1897, to Sir Arthur Hardinge, forming Inclosure No. 1 in despatch No. 6, 1898, that the "end of the Ngobwe Creek" is not as shown in the Commissioners' map; but Sir Arthur Hardinge has explained, in the same despatch, that the maps correctly represent the feature as it was at the time the survey was made and show indisputably the point intended by the Commissioners.

In his dispatch No. 7, dated the 30th March, 1893, Consul Smith points out that if the German Government would concede about fifty or sixty acres consisting of a plantation to the west of Jasin, and at that time belonging to an Arab of Vanga, there would remain no place on the boundary where difficulties would be likely to occur; the villages in the two spheres would be separated by several miles of waste land.

If such conditions still obtain, and a modification in the existing boundary has to be made, it seems open to consideration whether it would not be desirable to modify it so as to include both Jasin and the plantation in the British sphere, and to give Germany a *quid pro quo* at some other portion of the boundary not yet delimited. This could only be done when the delimitation by Commissioners is resumed, and until then the present provisional line should be maintained.

Should any arrangement be arrived at regarding this piece of boundary, it is desirable that its position should be defined relative to features in the locality, and not to the straight line from Ras Jimbo to Lake Jipé, of which the azimuth can never be definitely determined until the geographical positions of those two points are accurately fixed.

Sir John Ardagh returns Dr. Maurer's papers herewith and forwards a summary of his results with remarks thereon, and which he thinks might be forwarded to that gentleman for his information, as possibly some of the deductions made in this Division, from his work, may be in error.

18, *Queen Anne's Gate, London,*
February 15, 1899.

Inclosure in No. 149.

SUMMARY of Dr. Maurer's Results, with Remarks thereon.

	Latitude.	Longitude.	Remarks.
$\overset{\wedge}{0}\overset{\cdot}{2}$. (1,000 inches north of Jasin village) presumably at or near the point marked by Herr Stahlmann	4° 39′ 55″. By observations. Three sets.	..	Position obtained for the ant-hill, about 330 yards north-west of Herr Stahlmann's mark, by Lieutenant Smith by intersection of bearings from points in the Commissioners' triangulation:—Latitude 4° 39′ 48″, longitude 39° 11′ 34″; magnetic variation 7° 47′ 9″ west.
Jasin village	4° 40′ 26″. Deduced from the latitude of $\overset{\wedge}{0}\overset{\cdot}{2}$.	..	On Commissioners' survey, latitude 4° 40′ 12″. By traverse from Lieutenant Smith's position of ant-hill, latitud 4° 40′ 20″.
Ras Jimbo	4° 41′ 16″	39° 13′ 15″	These values are obtained from bearings from island, of which the positions were presumably taken from the charts, and consequently agree fairly closely with those plotted by the Commissioners, and which were taken from the charts. Connected by a traverse with the ant-heap, as determined by Lieutenant Smith, its position is—latitude 4° 40′ 55″. Later Admiralty information places it in—latitude 4° 40′ 36″; magnetic variation 7° 46′ 5″ west.

There appears to be something misleading in the rough sketch on tracing-paper included in Dr. Maurer's papers.

If we accept his positions of—

Jimbo Point—latitude 4° 41′ 16″, longitude 39° 13′ 15″;

Herr Stahlmann's mark—latitude 4° 39′ 54″;

Lake Jipe—latitude 3° 40′ 40″, longitude 37° 45′ 25″;

then the line drawn on an azimuth of 55° 28′ west of north would not pass through the point marked by Herr Stahlmann, but about 400 yards south of it.

No. 150.

Foreign Office to Treasvry.

Sir, *Foreign Office, February* 17, 1899.

I HAVE laid before the Marquess of Salisbury your letter of the 31st ultimo, respecting the grant-in-aid for the Uganda Protectorate for the financial year 1899–1900, and I am directed by his Lordship to request you to inform the Lords Commissioners of Her Majesty's Treasury that the detailed Estimates prepared by the Commissioner and Consul-General have now been received.

These Estimates have been examined to such an extent as the time at disposal permitted, and they will be made use of in the preparation of the detailed statement of services which will be transmitted to their Lordships in support of the grant-in-aid about to be asked for.

Mr. Berkeley's Estimates provide for a large increase in the civil staff, for two steam launches, and for the establishment of civil posts at Wadelai, Dufile, and Fatiko. His Lordship has decided that these Estimates must be reduced, and, after considering the Estimate for the Uganda Transport Service, prepared by the Director, thinks that the Estimate of 50,000*l.* may be reduced to 44,000*l.*

These several reductions amount to 24,836*l.* on the Estimates as received from Uganda. But against these reductions must be put the cost of the Indian regiment now in Uganda. The withdrawal of these troops must depend on the decision of the military authorities on the spot; telegraphic instructions have however been sent to the Protectorate to the effect that the regiment must be sent back as soon as circumstances permit. Lord Salisbury is of opinion that it will be sufficient if provision is made in the Estimates for the maintenanre of the regiment in Africa for two months after the 1st April next at a cost of 14,000*l.*; the cost of transporting the regiment from the African Coast to India may be put at 11,000*l.* These two items, which have not hitherto been provided for, amount to 25,000*l.*, and balance the above-mentioned reductions.

Lord Salisbury much regrets that he cannot meet their Lordships' suggestion for any diminution of the grant-in-aid. The services of which the details will shortly be laid before them, do not include anything which can safely be omitted without endangering the peace of the Protectorate; no provision whatever is made for increasing the amount of territory under the Protectorate administration; neither is any made for expeditions beyond the bounds of the regions for which the Protectorate has already become responsible.

It must be remembered that one of the main causes of expense in Uganda is difficulty of access; the forces required for holding the country, and for keeping that peace which is essential to the development of trade, and from which alone an increase in local revenue can be expected, must be stationed permanently in the Protectorate until the railway is finished.

A satisfactory element of the Estimates prepared by Mr. Berkeley is the increase of local revenue from 9,020*l.* during last year to 19,230*l.* for 1899–1900.

But after a careful survey of the situation, Lord Salisbury has unwillingly been forced to the conclusion that the grant-in-aid to be asked for next year must, as originally proposed, be 250,000*l.*

As regards the grant-in-aid for the East Africa Protectorate, I am to state that the detailed Estimates are in a forward state of preparation, and that they will soon be laid before the Lords Commissioners.

All extension of the administration will, if possible, be avoided, and all expeditions to the interior have been rigorously forbidden, the expenditure being limited to what is strictly necessary to preserve the existing conditions.

In accordance with this policy the Juba expedition will be recalled, but the Estimates about to be forwarded to you will include such expenses of the expedition as will fall due in 1899–1900.

The total grant-in-aid for East Africa will be 99,000*l.*

I am, &c.

(Signed) ST. JOHN BRODRICK.

No. 151.

General Post Office to Foreign Office.—(*Received February* 18.)

Sir, *General Post Office, February* 17, 1899.

YOUR letter of the 8th December last, on the subject of the unwillingness of the French Government to withdraw the French Postal Agency at Zanzibar, was received in due course.

In reply, I am directed to acquaint you, for the information of the Secretary of State for Foreign Affairs, that in view of the answer given in the letter from the Foreign Office of the 31st January last to the inquiry made in the letter from this Office of the 23rd of that month, the Postmaster-General voted in favour of a Resolution submitted by the International Bureau of the Postal Union, framed with the view of including among the Offices considered as forming part of the Union, the French Post Office Agency then recently established at Zanzibar ("comme relevant de l'Admistration des Postes de France"). I am to state, further, that the other Administrations of the Postal Union having in like manner assented, a mention of the French Agency in question was shortly afterwards introduced into the Regulations. The entry still stands in Article XL (section 5) of the detailed Regulations of the Washington Convention; and the Postmaster-General does not think that this Office and the Post Offices of British Colonies and possessions would be justified, so long as the entry stands, in refusing to recognize French stamps in payment of the postage on letters, &c., posted at the French Agency in Zanzibar.

No. 151 A.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 32.)
(Telegraphic.) P. *Foreign Office, February* 16, 1899.

PRIOR to the receipt of your telegram No. 20 of the 3rd instant, the German Government were reminded of their promise which they made with regard to the surrender of exterritorial jurisdiction, and we concur in the view that as a matter of equity the like rights ought to be enjoyed by British Consuls in German East Africa and German Consuls in British East Africa, inclusive of the 10-mile strip of the Seyyidieh. But it is a matter which cannot be insisted upon as one of right, and in the present instance it is hardly likely that we should promote our chances of obtaining renunciation by withholding recognition of a Consular officer without judicial functions. If the Vice-Consul is unobjectionable he had better be recognized. So far as the Sultan's dominions are concerned, there can be no question of a Queen's exequatur.

No. 151 B.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 33.)
(Telegraphic.) P. *Foreign Office, February* 17, 1899.

YOU should keep me informed of the movements of Colonel Macdonald and his officers.

The Indian Government require a month's notice of the return of the regiment now in Uganda. Would it not be possible to ascertain the date of their reaching railhead in sufficient time to allow of the steamer being ready for them, and the expenses of hutting avoided. We do not understand here the necessity of that operation, as it is presumed that the troops have up to now been under canvas.

No. 151 C.

The Marquess of Salisbury to Sub-Commissioner Craufurd.

(No. 35.)
(Telegraphic.) P. *Foreign Office, February* 19, 1899.

WITH reference to your telegram No. 22 of yesterday's date:

We are consulting the Government of India. Could companies of the 27th Regiment now in East Africa be spared before the Uganda companies return and the Soudanese recruits from Egypt arrive?

The paragraph mentioning the French Agency could be modified by the procedure described in Article XLI of the detailed Regulations of Washington. The Postmaster-General could, if Lord Salisbury deemed such a course expedient, propose to the Administrations of the Union, through the International Bureau, the omission of the words "et à Zanzibar" from the paragraph mentioned, on the ground that, now Zanzibar itself is in the Union, the words are out of place. If two-thirds of the votes obtained were in favour of the change, the Agency would in less than a year be deprived of status in the Union; and inasmuch as the only stamps valid for prepayment of postage at Zanzibar would be those issued by the authority of the Sultan, it would then, presumably, be the duty of Union Administrations all over the world to ignore French stamps on correspondence from Zanzibar.

Up till now, the withdrawal of the Agency has been regarded by the Postmaster-General as a step which was to be secured by diplomatic means; and it may be questioned whether a measure such as that indicated above is really desirable in the interests of the Union, however difficult the continued maintenance of a French Postal Agency in a State under British protection may be to tolerate. Even if the vote were gained, it would not be without its value to the Ottoman Government, which is always on the watch for anything useful to it in agitating for the suppression of foreign Pos-offices in Turkey, though, of course, it would scarcely be contended by any other country that the two cases are on the same footing.

With reference to the final paragraph of your letter of the 8th December, I am to say that the Postal Union Convention does not oblige any Administration to exchange closed mails with the French Agency in question, and that no direct mails are received in this country from that Agency, nor has the Postmaster-General knowledge of any such mails from that Agency for British Colonies. Correspondence from Zanzibar is, however, received here with that from other places served by French mail-packets, in mails made up on board those packets.

I am, &c.

(Signed) G. H. MURRAY.

No. 152.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 40.)

My Lord, *Titi, November* 7, 1898.

IN continuation of my despatch No. 39 dated, Titi, the 1st October last, I have the honour to inform your Lordship that I left Titi on the 4th October with the force detailed in the margin,* with a view to attempting to open communication with Lado and the Anglo-Egyptian gun-boats if Latuka proved friendly. We had under 75 rounds per rifle, and carried eight days' reserve rations in addition to ten days' rations per man issued on starting. We were not able to carry more food or ammunition, and only ten loads of trade goods, owing to consideration of transport.

As no information was yet forthcoming from Uganda, we had to depend on native reports, which indicated a much superior force of mutineers four days west-south-west of Gule. We had also reason to expect a strong force of independent Soudanese in Latuka, where we might find a powerful hostile combination, judging from the intercepted letter from the mutineers and their efforts to win these men to their side.

The country to Latuka was unexplored, and some of it might prove troublesome, being hostile to our Karamojo friends. An additional difficulty was that guides could not be procured who knew the country for more than a few marches.

Though the conditions thus appeared adverse, I considered myself justified in persevering, as the results, if successful, promised to be substantial; and I also thought that inaction could not but have a bad effect on hitherto friendly or neutral tribes, as I had no news of any movement on the part of the Uganda Administration.

My intention was, as your Lordship is aware, to approach Latuka from the east and then be guided by circumstances. I accordingly marched to the east of the

* Captain McLoughlin, R.A., M.C.; Lieutenant Pereira, Coldstream Guards; 13 Sikhs; 32 Soudanese; 44 Swahili askaris; 106 armed porters; 51 unarmed porters; 1 Maxim.

Nangani Mountains, but as the local Nangani guide lost the road and then ran away, and as marching was slow and troublesome owing to the length of the grass, I determined to cross the Nangani range into what was believed to be the more populous country of the Eastern Shuli.

On the 9th October we were fortunate in getting another guide, and after crossing the Nangani Mountains by two passes, 5,700 and 5,100 feet high, we reached Solian on the 10th October. I halted a day to buy food and recruit, and then moved to Kiteng, reaching the Chief's village on the 13th October. Here I made Treaties with Kiteng and Fadibek, the Chief of the latter place having sent an Envoy (his brother) for the purpose.

At Kiteng we procured a fresh guide and found the road ran much more west than I had expected, indeed, taking us within 55 miles of the reported district of the mutineers. On the 15th October we turned north and reached Tertenia, a fine mountain, nearly 7,000 feet above the sea, the eastern slopes of which were densely inhabited by a very friendly population. Procuring fresh guides, we reached Savao, a fertile district under the Logire Mountains (summit 8,500 feet above the sea) and owing allegiance to the King of Latuko.

Here we learned that the King of Latuka was warmly disposed to be friendly, and that the Soudanese force with him had been much exaggerated, the Dervishes having carried off and compelled to join them the original 300. We also learned that owing to locusts there was no food but ground-nuts in Latuka.

After halting a day to buy food, I again pushed on, and, on the 21st October, met the King of Latuka, and made a Treaty with him, embracing not only Latuka proper, but its dependencies—Lokoya, Liria, Laouda, Obbo, and Logire—and giving us some claim over the riverain Bari.

The King and inhabitants gave us an exceedingly hearty welcome, and the former raised no objection to my recruiting the Soudanese with him, who, it appeared, were deserters from the original force carried off by the Dervishes.

On the 22nd October I reached Tarrangole. I had now in hand three days' rations with the men and seven days reserve, or sufficient to take me to Lado, where I hoped Anglo-Egyptian gun-boats might be waiting, but the King informed me that no gun-boats had arrived or been heard of. This was unfortunate, as food was not procurable locally, nor would our trade-goods suffice for a long stay. So I wrote to the Belgian officer at Rajaf and to the Officer Commanding the Anglo-Egyptian gun-boats, enlisted a local force to keep open communication with Lado, and returned by a new route to Titi, which I reached on the 6th November last. To further secure our communications, I enlisted local askaris, and established mail-posts at Sarao, in Logire, Seretenia, in Langu, and Kiteng, in Chua. I am now arranging for a portion of my expedition to exercise an effective control of these posts.

The local askaris for these posts are enlisted under special agreements, distinctly reserving to Her Majesty's Government the right to dispense with their services at any time. The rate of pay, per six months, is fixed, and the total cost of these garrisons per annum will amount to under 500*l*. I considered this arrangement the most economical and satisfactory one I could make in the circumstances, and it is on the lines of similar arrangements on the north-west frontier of India and in Beluchistan, which have worked well in practice. The local Chiefs have a distinct incentive in the annual payments for the services of their men to keep open the road through their countries, and to facilitate the passage and protection of traders and others. On the other hand we are not compelled to put in action the expensive machinery of administration, while, nevertheless, securing an effective control of the local tribes by a patrol which, though strong enough for this purpose, would be, numerically, far too small to exercise an equal effect if distributed in isolated posts.

As previously stated, I am arranging that a portion of my expedition should furnish the necessary controlling patrols in order that we may effectively secure what we have gained by Treaty until your Lordship has an opportunity of considering the whole question. I trust that my action in this matter may be approved and sanctioned.

While I was personally leading the Latuka column, Captain Kirkpatrick, D.S.O., remained to guard Titi with seventy-five armed men, most of whom were, however, sick or unfit for anything but garrison duty. In accordance with my orders, Captain Kirkpatrick carried out a reconnaissance due north, and has secured information which may be valuable to me later. Our relations with the Karamojo people remain excellent.

I trust that when the prevailing conditions and the smallness of my force are taken into consideration the results we have obtained will meet with your Lordship's full approbation.

These results are that, exclusive of the exploration of new regions rich in ivory, we have secured by Treaty a continuous block of terrritory up to the 5th degree of north latitude; have established by local posts, under periodical inspection, what will, I trust, prove regular communications with Lado; have strengthened our escort by enlisting thirty-five Soudanese deserters from the Dervishes at Bor, and paved the way to a further advance; while, but for the unexpected closing of the Nile by sudd, we should have actually joined hands with Sir Herbert Kitchener's gun-boats.

If in attempting this with so weak a force I should have laid myself open to a charge of rashness, I would respectfully submit that the measure of success attained has justified any risk incurred.

I have, &c.
(Signed) J. R. L. MACDONALD.

Inclosure 1 in No. 152.

Map of the Basin of the Juba River and of the Countries to the North and West.

[Not printed.]

Inclosure 2 in No. 152.

Major Macdonald to the Officer Commanding Congo Free State Post at Rajaf.

Monsieur, [*Undated.*]

J'AI l'honneur de vous présenter mes compliments et de vous informer qu'une partie de l'expédition dont j'ai l'honneur de commander est arrivée dans le pays de Latouka et a fait un Traité avec le Roi de ce pays et des pays tributaires, et je suis en train d'établir une communication régulière. J'ai pris occasion d'expliquer au Roi les "Agreements" entre le Congo Free State et le Gouvernement de Sa Majesté Britannique, et qu'il ne doit sentir aucune anxiété à cause de votre proximité sur la rive ouest du Nil, sur quel sujet il était un peu dérangé. Je lui ai commandé aussi de vous offrir toutes facilités pour acheter la nourriture en cas que vous en auriez besoin, et il enverra au centre de l'Administration aucunes lettres ou communications que vous voulez écrire. Il faut que je vous informe qu'à ce moment-ci il n'y a pas de nourriture dans Latouka avec l'exception des noix à cause des [?].

Je regrette que les exigences de mon commandement m'empêcheront du plaisir de vous faire une visite à votre station, mais j'espère que plus tard un de mes officiers pourra le faire

Puis-je vous demander d'avoir la grâce de donner les lettres ci-incluses à l'officier en charge des vapeurs Britanniques, que j'espère vont bientôt arriver à Lado.

Acceptez, &c.
(Signé) J. R. L. MACDONALD.

Inclosure 3 in No. 152.

Major Macdonald to Officer Commanding Anglo-Egyptian Gun-boats at Lado (through the King of Latuka).

Sir, *Loggouren, Latuka, October* 23, 1898.

IN continuation of my letter dated Chua, the 13th October last, in which I had the honour to inform you that I had entered into Treaty relations with the Langu, the peoples of Nangiya, of Rom, of Chua and the northern Shuli, I would further inform you that I have made a Treaty with Lomor Moya, Sultan of Latuka, and am now arranging a series of posts to open these countries to trade.

The Sultan of Latuka, whose territories extend practically to the Nile, undertakes to deliver this letter to you on your arrival, and I have the honour to request that you will pay the bearer 500 piastres or their equivalent in goods.

I am sorry that the necessities of my command will not at present allow of my detaching any officers or men to await your arrival at Lado, but I wouid take this opportunity on behalf of myself and staff of heartily congratulating you on having reopened communication between Egypt and Uganda.

I have, &c.

(Signed) J. R. L. MACDONALD.

Inclosure 4 in No. 152.

Major Macdonald to the Officer Commanding Anglo-Egyptian Gun-boats at Lado (through Sheikh Aggo of Fadibek).

Chua, October 13, 1898.

Sir,

HAVING had occasion to move considerably to the west of my original route I have taken advantage of the opportunity to enter into Treaty relations with the peoples of Rom, Nangiya, Chua, and the northern Shuli, in addition to the major part of the great Langu tribes. Sheikh Aggo of Fadibek, the principal Chief of the northern Shuli, has made a Treaty with me, and answers for Odek, Mila, and Achye, and the Bari of Kirri and Rajaf. He has undertaken to send this letter to await your arrival at Lado, and I have the honour to request that you will reward the bearer with a present of 500 piastres, or their equivalent in goods.

I move to-morrow to the north-west towards Latuka viâ Langu, and will take advantage of any further opportunity of communicating with you.

I have, &c.

(Signed) J. R. L. MACDONALD.

No. 153.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 41.)

Titi, November 10, 1898.

My Lord,

IN continuation of my despatch No. 40 of the 7th instant, I have the honour to inform your Lordship that on my return to this station on the 6th instant I at last received communications from Her Majesty's Commissioner and Consul-General, Uganda Protectorate. One letter, dated the 7th October last, informed me, for the first time, of his independent expedition to Lado, and of the defeat of the mutineers on the 4th August; and another, dated the 12th October, forwarded telegrams regarding Sir Herbert Kitchener's signal success, and the steps he had taken to communicate with me. In connection with this information Mr. Berkeley suggested that Lieutenant-Colonel Martyr and I might co-operate, but the suggestion was couched in such vague language as to leave me in complete ignorance of what assistance in men, stores, transport, &c., Lieutenant-Colonel Martyr could afford me. I am writing to Mr. Berkeley that, while welcoming any further help the Uganda Administration can give me, I should be glad to have some more precise information as to what assistance he is prepared to render, as in the absence of some definite understanding I prefer to adhere to my own plans, which have so far proved successful.

In one of these telegrams I learned, to my regret, that the Nile was completely blocked by sudd, so that my late movement to Latuka has not, as I hoped, opened communication with Sir Herbert Kitchener's forces through Lado.

In these circumstances fresh efforts on our part seem necessary, and I have carefully considered the possibility of pushing through the Sobat with a small party. But although any one of my officers would gladly volunteer to accompany me on such an adventurous attempt, and some men might be induced to volunteer, considerations of trade-goods, stores, transport, medical comforts, &c., show clearly that success would be imposaible. I am, accordingly, reluctantly compelled to return to Save to organize a fresh effort.

What we have already done gives us a known and friendly route, over which we can use pack transport to the 5th degree of north latitude, and given the neces-

sary force, which I hope to get by picked men from my own, Captain Austin's, and Lieutenant Tracy's columns, I do not think we need yet despair of success, as the healthy uplands of Karamojo have greatly improved the health of all, and the care and attention bestowed by the officers on the men has engendered an excellent spirit throughout the force. Until I have got into touch with Captain Austin's and Lieutenant Tracy's columns, and ascertained the state of our stores at Save, it would be premature for me to make detailed plans, but I hope shortly to be in a position to do so.

There will, of course, be some delay before I am in a position again to advance, but this is unavoidable. It has proved unfortunate that the Uganda Administration felt that it could not spare the full escort, &c., which I wanted, since circumstances have shown that in many ways my chances of pushing farther north were good had I possessed the additional escort, transport, and stores which were arranged for in May, but which Mr. Berkeley and Lieutenant-Colonel (then Major) Martyr informed me the situation compelled them to withhold.

I am delaying my departure from this place for a few days, partly to rest the men, but mainly to establish a depôt of twenty to thirty days' rations, to facilitate a renewed effort, as grain is at present plentiful and cheap at Titi, and can be obtained for cattle, though our beads are almost exhausted.

I have, &c.
(Signed) J. R. L. MACDONALD.

Inclosure in No. 153.

Major Macdonald to Commissioner Berkeley.

(No. 10. Confidential.)

Sir, *Titi, November* 10, 1898.

I WILL reply later to your letters of the 7th and 12th October and the others, which reached me on the 6th instant, as they will neccssitate a somewhat lengthy reply.

I am writing this short despatch to inform you that I have succeeded in securing by Treaty a continuous block of country up to the 6th degree of north latitude, and but for the unfortunate accident that the Nile is closed by sudd would have joined hands with the Anglo-Egyptian gun-boats at Lado.

I have, however, enlisted a local force and established posts to keep open communications with the Treaty countries, and must ask you and your officers scrupulously to avoid interfering with my arrangements to the east of the dark crimson lake line on the accompanying map, of which I inclose two copies.*

The inhabitants of Karamojo, Rom, Chua, Langu, and Latuka (including Lokoya, Liria, Obbo, and Logire) were very friendly, and I was able to secure and enlist a number of Soudanese deserters from the Dervishes at Bor.

Your long silence regarding your operations against the mutineers and regarding your independent movement on Lado was unfortunate, as it not only affected my plans, but prevented all chance of co-operation during my late movement to Latuka.

I will communicate my further plans in a later despatch and meanwhile thank you for your renewed offer of assistance.

I have, &c.
(Signed) J. R. L. MACDONALD.

No. 154.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 42.)

My Lord, *Bukora, November* 26, 1898.

IT is with the deepest regret that I have to report to your Lordship that Captain Kirkpatrick, D.S.O., and seven men were to-day murdered in the most treacherous way at Nakwai, under the following circumstances:—

The head-quarter column arrived at this place on the 22nd instant. It was

* Not printed.

necessary to halt for a few days to purchase food (with cattle, our trade-goods being exhausted) to carry us to Save, and to utilize this time I directed Captain Kirkpatrick, D.S.O., and seventy rifles to proceed two days' march to the west to ascertain the exact position of the Nakodokododoi River, the boundary of Karamojo. His orders were to proceed to this river and then return, as in four days I hoped to collect the necessary food. Having great confidence in Captain Kirkpatrick I, however, left it to his discretion to remain out for a period not longer than seven days, if any very urgent reason warranted such a step. Captain Kirkpatrick left on the 24th instant and reached the river on the 25th instant. He then decided to return to Bukora and gave orders for the camp to be struck this morning, but before marching he himself went to a hill some 5 miles to the westward (Nakwai) with a guide interpreter and seven armed men.

The natives received him in the most friendly way and offered food for sale. In this way they got Captain Kirkpatrick separated from his men, and the latter separated from each other and from their arms. Then on a given signal they rushed in and speared Captain Kirkpatrick and seven men before a shot could be fired.

A few of the enemy then went to camp and told the men there that Captain Kirkpatrick wanted some of them. His native officer and one man went out and are missing.

The remainder of his force entrenched their camp and then part went out to attack the enemy, with what result is not known.

This news reached me after sunset to-day, and I proceed to-morrow with 2 Europeans, 13 Sikhs, 1 Maxim, and 104 Rifles to relieve Captain Kirkpatrick's force, and, if possible, punish these treacherous natives, while, at the same time, I am writing to Captain Austin's column, due at Save between the 4th and 10th December, to support us viâ Manimani.

I need hardly say that this terrible fatality, just as we were marching back to Save, has cast a gloom over the whole caravan, as Captain Kirkpatrick had won the respect and affection of all.

I have, &c.
(Signed) J. R. L. MACDONALD.

No. 155.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 43.)

My Lord, *Bukora, December* 3, 1898.

IN continuation of my despatch of date Bukora, the 26th November, 1898, I have the honour to report to your Lordship that I have inflicted severe punishment on Nakwai without suffering further loss; but I am very sorry to have to confirm my previous despatch as to the murder of Captain Kirkpatrick and seven men. The circumstances regarding the murder were much as described in my previous despatch, but I find that Captain Kirkpatrick only took seven men in all with him (of whom two escaped), and that the other two killed were with the native officer (Headman) Mabruki, who himself, though wounded, got back to camp. The report that Captain Kirkpatrick's men were separated from their arms is unfounded, and the deceased officer appears to have taken reasonable precautions with the small party actually accompanying him from camp, and was overpowered by the grossest treachery, which could not be foreseen.

Headman Mabruki at once surrounded the camp by a thorn zariba and then sent out eighteen askaris to recover Captain Kirkpatrick's body. These men, under Corporal Sudi, had several times to drive off the enemy in the long grass, but ultimately recovered and brought to camp the bodies of Captain Kirkpatrick and five of the men.

On the 27th November about 100 natives moved down from the hills to attack Mabruki's camp, but were defeated with a loss of ten or twelve killed and wounded, and left four dead on the field,

On the 28th November Headman Mabruki buried Captain Kirkpatrick in the boma, and marched for Bukora; meeting my column about two hours from his boma, he returned to Nakwai with me.

The conduct of Headman Mabruki and of Corporal Sudi was so good in these trying circumstances that I promoted both.

On the 29th November, leaving some sixty Rifles in the boma under Headman Mabruki, I moved out with Captain McLoughlin, Lieutenant Pereira, one Maxim, thirteen Sikhs, and ninety-five Soudanese and Swahilis to attack the enemy.

After marching 6 miles up a valley we came on the enemy's position, which they thought impregnable; it was certainly a very strong one. The path wound amongst rocks and dense jungle and was only wide enough for two men abreast; the right flank was secured by dense jungle and cliffs; and on their left a very steep grass slope ran up for 600 feet and was then crowned by precipices 50 to 200 feet high.

The enemy had here prepared an ambush, but this was disclosed by my sending a section to turn the enemy's left before advancing into the defile. They then rushed at us, throwing spears, but were driven back by a well-aimed fire. A second time they returned to the charge but were again repulsed. They then contented themselves with lurking amongst boulders and rocks commanding the path.

To have forced the defile by a direct advance would have meant heavy loss, so I moved my whole force against the enemy's left and after a little fighting drove them back.

I have before mentioned a line of precipices commanding the grass slope on the enemy's left; from these precipices another party of the enemy began to throw down rocks, many weighing several tons, which swept the grass slope with great velocity.

Directing Lieutenant Pereira with one section to fire on the stone rollers I pushed obliquely up the grass slope with one section towards a point where the cliffs appeared climbable. As we neared this point Lieutenant Pereira brought up his section, and the combined half-company drove the enemy from his second position, and advanced without a halt to within 200 yards of the first of his villages. Meanwhile Captain McLoughlin was bringing up the remainder of the force after clearing the enemy out of the defile below.

Taking up a good position with Captain McLoughlin's half-company and the Maxim, I sent Lieutenant Pereira and his half-company to rush the enemy's village. The enemy had, however, no more fight left in them and fled at once. Five villages with large stores of grain and food were burned. As it was now 2·30 P.M. I decided to return to camp. Lieutenant Pereira's half-company crowned the precipices until the rest of the force gained the plains, and then followed, the enemy not molesting us in any way. Camp was reached about sunset.

I am happy to say our casualties were nil, although a lance-corporal was struck on the head and Captain McLoughlin on the foot by fragments of stone, and narrow escapes were numerous. The enemy's loss was heavy.

On the 30th November a similar force under Captain McLoughlin and Lieutenant Pereira moved out to continue the work of destruction on the north side of the valley, where the hills were much easier. Captain McLoughlin handled the men with judgment, and thirteen villages with their granaries were burned, the enemy offering no resistance, and not a shot being fired.

As friendly natives told me there was only one village left, and that a long way off in the hills, I marched for Bukora on the 1st December and arrived on the 2nd to find the remainder of my column all well under Headman Rashid-bin-Omar.

The enemy have not only suffered heavily in killed and wounded, but have lost eighteen out of nineteen villages with all their grain stores, filled from the late harvest, and are certain to suffer severely from famine, as fresh crops cannot be reaped for some eight months. The Chief of Nakwai, Tomatum by name, was killed in the fight of the 29th November, and his body identified by our friendly guides. The fact that this severe punishment was carried out without our losing a man will produce a wide effect, and has astonished our Karamojo friends.

The bodies of our two missing men were recovered and buried, and Captain Kirkpatrick's grave has been marked in such a way that when we get a coffin from Mumias or Uganda, his body can be removed to Namirembe to be buried with those of his comrades, who died in suppressing the Soudanese mutiny.

In endeavouring to ascertain the cause of these treacherous murders by the previously friendly people of Nakwai, I am compelled to attribute it to the influence of our late enemies in Uganda, who, after their defeat by Lieutenant-Colonel Martyr's force on the 4th August, 1898, apparently retired eastward into the Umiro

country. I find the people of Nakwai are the same tribe as the people of Tabor (Lobar) and their language is that of the Umiro (called Wakedi in Uganda). The Tabor people are by some said to be the same as the Umiro, and in any case they are on friendly terms. On the 3rd August, 1898, a party of Swahilis returned from Nakwai, where they had been buying food; this was their second visist and the people were very friendly. One of these Swahilis I engaged as an interpreter, and because he was well known to the natives. This man, Abdulla-bin-Barangash, was with Captain Kirkpatick and was murdered with him. The attitude of the Nakwai thus changed from hearty friends to treacherous enemies between the 3rd August and the 26th November, and there must have been some cause for the change. There was no alteration in the conditions on this side, so I am forced to the conclusion that their changed attitude was due to the influence of Kabarega's people, and possibly some of the mutineers, who were in August driven eastward among this allied group of tribes, and who have doubtless given false ideas of European intentions and warned these tribes to keep Europeans out of their country at all hazards. On hearing of the murders I suspected that this might be the case and thought it possible we might even find some of our old enemies of Uganda among the Nakwai hills, and in any case had to contemplate a possible combination of Lobar and Umiro. I accordingly ordered Captain Austin's column to march to Bukora with all haste, and asked Mr. Berkeley to send a company of troops to save as a precautionary measure.

Our rapid and signal success with our small punitive column has, however, rendered these reinforcements unnecessary, and I am writing to Mr. Berkeley to that effect.

Captain Austin, with Lieutenant Hanbury-Tracy, 8 Sikhs, 1 maxim, and 110 rifles, reached my camp to-day, having received my letter near Debasien, and pushed forward to my assistance without delay.

I have much pleasure in testifying to the excellent spirit and conduct of all concerned in this punitive expedition, and would especially mention Captain McLoughlin, R.A.M.C., Lieutenant Pereira, Coldstream Guards, Yusbasha Mohammed Ratib Effendi, Mulazim Halfan-bin-Ali Effendi, Bash Showish Mabruki, Showish Sudi, and Ombasha Fadlmulla Ismaïl.

I have, &c.
(Signed) J. R. L. MACDONALD.

No. 156.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 44. Confidential.)

My Lord, *Debasien River, December* 9, 1898.

IN continuation of my despatch No. 40 of date Titi, the 7th November last, I have the honour to forward a sketch map and Memorandum showing the political results of the expedition I have the honour to command, drawn up in conjunction with Captain Austin, and with a knowledge of what he has effected. The Treaties made by the two columns cover a somewhat larger area than I anticipated.

As I have previously reported, my expedition has operated in three columns, the head-quarter column, under my personal command, advancing through Bukora; the Rudolf column, under Captain Austin, advancing by Lake Rudolf; and the third column, under Lieutenant the Honourable Hanbury-Tracy, having charge of the base at Save and of the communications.

The head-quarter column, whose operations are described in my despatch No. 40, practically gained touch with the Dervishes, as Latuka might be considered a Dervish province. The King of Latuka had joined the Dervishes to save his kingdom; many of his Chiefs wore the Dervish dress, and at Tarrangole he had a store of "jibbas" for issue to his troops in war. The King, however, was not a Dervish at heart, had succoured and concealed deserters from the Dervish force at Bor, and willingly made a Treaty with us. The nearest permanent post of the Khalifa's troops was at Bor, and these were reported to have recently raided in Beri, some 35 to 40 miles north of Tarrangole.

The Rudolf column similarly gained touch with the Abyssinians; indeed, it had hastily to retrace its steps owing to the famine caused by a recent Abyssinian raid, which must have been undertaken after our destination was known. Although he

did not actually reach the 6th degree of north latitude, Captain Austin, by a Treaty with the Donjiro, whose territory extends north of the 6th degree, covered a tract of country up to the Anglo-Italian boundary. The skill and judgment with which Captain Austin extricated his column from a very difficult situation is evident from his despatch, which was forwarded to your Lordship.

Lieutenant Tracy's column had no such sensational work to do, but I trust his excellent work in command of the third column will not be overlooked. He was left with 200 men, but had to guard three posts near Save and to maintain communications with Mumia's and with me. He had also to organize a fresh transport corps by purchasing and equipping donkeys locally, and with this carry food to meet Captain Austin's column. All this he had to do single-handed, as Mr. Berkeley could not spare the European I more than once asked might be sent to Save to assist. Yet Lieutenant Tracy carried out his work in the most efficient and satisfactory way in every particular, and I have much pleasure in bringing his services to your Lordship's notice.

The only serious loss the expedition has suffered since leaving Kampala in June is the death of Captain R. T. Kirkpatrick, D.S.O., and seven men, by the treachery of the people of Nakwai. Captain Kirkpatrick's death has been most severely felt by us all, as he was closely and intimately connected with us for many months and in very critical circumstances which showed his sterling worth and character. I have repeatedly had occasion to mention his name to your Lordship for distinguished and successful services, and the sorrow of myself and staff at losing such a tried and trusted comrade is increased by the deplorable circumstances under which he met his death.

With the exception of some fighting with districts near Elgon, in Nakwai, and with one section of Turkana, the operations of the expedition have been peaceful, and our relations with the natives very friendly. Since June our total loss at the hands of hostile natives has been one European and nine men killed, and nine men wounded. We have also in the same period lost one man killed by a lion and one by a gun-shot accident, while two have died of disease. There has been a good deal of sickness, but not as much as might have been expected after the hardships of the campaigning in Uganda, as the medical arrangements have been very satisfactory.

In a later despatch I shall have much pleasure in dealing with the individual services of the officers of the expedition, and will content myself at present with recording my hearty appreciation of the zeal and intelligence with which they have supported and executed my plans, and thus enabled the expedition to secure results which I trust your Lordship will not consider inadequate, when our much reduced resources are taken into consideration.

I have, &c.
(Signed) J. R. L. MACDONALD.

Inclosure 1 in No. 156.

Sketch Map to illustrate Work of Juba Expedition.

[Not printed.]

Inclosure 2 in No. 156.

Memorandum.

(Confidential.)

THE area coloured crimson lake in the attached sketch map may be fairly considered as secured to us by our Treaties. For purposes of comparison, the effective area of the Uganda Protectorate in 1897 is also shown. As several of the countries adjoining the Treaty areas are closely connected with, or influenced by, the Treaty countries, it is evident that the results of our Treaties reach farther than the actual limits of the tract coloured crimson lake; how far it is impossible to say, but the area shaded id crimson lake is probably not excessive.

The following notes show how different areas are secured:—

1. *Region round Mount Elgon.*—No actual Treaties were made, but three posts

were established on the north side of Mount Elgon at Save (A), and Mbai. The expedition made friends with the Chiefs of the following districts:—

Kamuni, Bwara, Lukoba, Konde, Sewatu, Mbai, and Save. The peoples of Ngoko and Sore made friends after first fighting us. The peoples of Muhasa and Ncia had to be punished for unprovoked attacks. This region may be considered occupied.

2. *Karomojo.*—This large country and tribe was secured by Treaties at its principle centres, Manimani (B), Bukora (C), and Dodosi (D). A levy post of six local askaris was established at Titi (D) where twenty-five days' rations for 300 men have been stored. To show the friendship of this tribe, I may mention that at Titi the local Chiefs tried and put to death, without reference to us, one of their men who had threatened one of ours with a spear.

2 *a* is an uninhabited tract of Karamojo, frequented by their hunters.

2 *b* is an uninhabited tract of considerable extent, which is deficit in water for nine months in the year, and belongs to the Karamojo hunters.

3. *Suk.*—Secured by a Treaty at its centre, Maritch (E). The steel boat was left here for months under charge of the local Chief, and carefully looked after by him.

4. *Turkana.*—Secured by Treaties at Laramett (H), Kagwalas (G), and Ngaboto (F), and at three other points on the lake shore. At Ngaboto the steel boat was left in charge of the local Chief for some time, and carefully guarded.

In case of a little trouble Captain Austin had writ the people of Ngamataka, the Chief of Ngaboto declined to allow the hostile faction to enter his district. Between Turkana and Karamojo the bound is not clearly defined, but the whole intervening country is embraced in the territory of one or other of these tribes.

4 *a.*—An uninhabited tract, deficit in water for many months in the year, and frequented by the Turkana hunters.

5. *Marle.*—A small, independent tribe, secured by Treaties at Komogul (J) and Lumian (K).

6. *Murle.*—Several small sections of cultivators near the Omo River, Murle, Bachada, and Amarr, seoured by a Treaty at Murle (L).

7. *Donjiro.*—A powerful tribe, who sent representatives to make a Treaty with Captain Austin from their centre, Nakua (M), as well as at Amite (N).

7 *a.*—A sparsely inhabited tract, which extends considerably to the west and northward to beyond the 6th degree of north latitude, and belongs to the Donjiro hunters.

8. *Rom.*—A mountain tribe, secured by Treaties at Gule (P), Solian (Q), and Nangiya (R).

9. *Chua.*—A semi-Shuli State ruled over by the Chief of Turkan, and embracing Turkan, Kiteng, Umia, and Padara, secured by Treaties with the permanent Chief (of Turkan (S)) and with the Chief Kiteng (T).*

10. *Fadibek.*—A Shuli State, secured by a Treaty with its Chief, who sent his brother as his Representative to make a Treaty with us.

11. *Langu.*—A Langu tribe, secured by Treaties at Akol (U), Teretenia (V), Kuron (W), and Ukuti (X). A levy post of six local askaris is established in Seretenia of Teretenia.

12. *Latuka.*—A separate kingdom, secured by a Treaty with its King, whose capital is Tarrangole (Z).—A Treaty was also made in Logire, a Langu district under Latuka. A levy post of thirty-five local askaris is established at Tarrangole, and a similar post of six askaris at Logire. Latuka embraces the districts of Lokoya, Liria, Laouda, Obbo, and Logire.

13. The *Bari* opposite Rejaf and Kirri were by request included in the Treaty of the Chief of Fadibek.

14. *Beri.*—A tribe north of Latuka recently raided by the Dervishes from Bor, and which is in some sense in relations with Latuka, and in any case would be affected by our Treaty with the latter country.

15. *Dodinga* (*or Irenga*).—A separate tribe, who are for some months in the year, when food is scarce, on friendly terms with the Karamojo of Dodosi and Morongole.

16. *Jiwe* (*or Adje*).—A section of Karamojo at war with their kin, but who will come under our influence.

17. *Lira.*—A Shuli tribe, Chiefs of which visited us and made friends, although

* A levy post of twelve local askaris is established at Kiteng (T).

no actual Treaty was made. Lîra is said by some to be on friendly terms with the Uganda mutineers.

I have also shown in green two hostile tracts. In the north at Bor is a Dervish garrison. The other tract, north-east of Lake Choga, consists of Umiro (Wakedi), Lobor (and its outlying district Nakwai), and Kimama (possibly the same as Umiro), all of which appear hostile to Europeans and under the influence of Kabarega's outlaws and the Uganda mutineers.

(Signed) J. R. L. MACDONALD, *Major*.

Debasien River, December 9, 1898.

Inclosure 3 in No. 156.

Major Macdonald to Commissioner Berkeley.

(Confidential.)

Sir,

Save, December 13, 1898.

I HAVE the honour to forward herewith copies of my despatch No. 44, and its inclosure, for your information.

In the map inclosed you will see that I mark a considerable area north-east of Lake Choga as hostile, and more or less under the influence of the Uganda mutineers and Kabarega's people.

I am aware that in your letters of the 7th and 12th October, you state your opinion that the result of Lieutenant-Colonel Martyr's victory on the 4th August, has rendered the Soudanese mutineers incapable of further offensive operations, but I cannot reconcile this opinion with the information I obtained from various sources in Shuli and Chua country. As this information may be interesting to you I will briefly give it here.

Between the 23rd and 29th August I learned at Gule from natives coming in from the south and south-west, that the Soudanese mutineers, under Bilal and Jardein, had evacuated their position opposite Mruli in June or July, and had moved into Shuli country. One report said they were at Fayira, while another seemed to say near Wadelai. The latter report mentioned Logoloum, and as I knew of only one Logoloum, that near Wadelai, the apparent contradiction of these reports was due to my ignorance of the geography of the Shuli country. I have since learned that there is a Logoloum in Fayira near the Assoua River. Both reports showed the mutineers in force and indicated that they had been joined by Kabaregas and other Soudanese. One of our informants had been in the mutineers' camp in July.

Between the 29th August and 11th September Captain McLoughlin received further information that the Soudanese had established themselves in Fayira and numbered some 400 fighting men. Between the 11th and 27th September Captain McLoughlin, who had visited Kitang, obtained information to a similar effect from the Chiefs of Kiteng and Turkan, the latter Chief having actually been visited by Jardein Effendi and some eighty men in August. Jardein having learned of our arrival at Gule, and that we were the same expedition they nad been fighting in Usoga, hastily retired westward. Captain McLoughlin also learned of a skirmish between the Uganda forces and the mutineers having taken place about the end of July or the beginning of August, which was said to have been indecisive, the Uganda force returning to Unyoro and the party of mutineers proceeding to Fayira. This fight was, as far as he could gather, on the Nile.

On the 13th October I learned at Kitang from the natives there and from the brother of the Chief of Fadibek, that the Soudanese mutineers were still in Fayira, and that the skirmish reported was not on the Nile but on some other river. This news was further confirmed at Akol (55 miles from Fayira) on the 15th October. The mutineers were reported to have refrained from crossing to the north-east bank of the Assoua since Jardein returned from Kiteng. The report of their strength was about 400 fighting men. Their loss in the August fight was said to have been appreciable, but they had not been followed up to any great extent.

On the 1st November at Solian I had fresh news from Kiteng, Turkan, and Fadibek. The occupation of Dufile by a Soudanese force was reported, and that a steamer was being put together on the Nile below the rapids near Dufile. The troops occupying Dufile had sent a force to Fatiko, which had returned to Dufile. The

date was not very clear but appeared to be the beginning of October. The mutineers had then, in whole or in part, moved from their position at Fayira and apparently gone south. Their strength was said to approximately equal that of the Dufile force.

Since the 1st November I have had no opportunity of acquiring fresh information of the mutineers' movements, but as I have already informed you, I have reason to believe that the Nakwai people were influenced in their hostility to us by the Soudanese mutineers or Kabaregas people.

It will be observed that, though this information from native sources appeared in places misleading, it is on the whole sufficiently accurate to indicate that the Soudanese were not yet completely broken up and remained a factor to be reckoned with in October 1898.

I have, &c.
(Signed) J. R. L. MACDONALD.

No. 157.

Major Macdonald to the Marquess of Salisbury.—(*Received February* 20, 1899.)

(No. 45. Confidential.)

My Lord, *Save, December* 13, 1898.

IN my letter No. 41, dated Titi, the 10th November last, I had the honour to inform your Lordship that I proposed to return to Save to reorganize a new effort, but that I would not be in a position to make any detailed plans until I met Captain Austin's and Lieutenant Tracy's columns, and ascertained the state of our stores at Save.

I now find that it will be impossible for my expedition to at once resume the field. The remaining stores, trade-goods, &c., at Save are quite insufficient, the market prices having risen, and caused increased expenditure during my long absence; and I have reason to fear that most of the loads I ordered from the Ravine in September 1897, which I hoped might have arrived at Mumia's, have gone astray or been delayed by the crush of transport on the Uganda road. I also learn that trade-goods are scarce at Mumia's, so it would be necessary to get a fresh supply from the coast.

About thirty Swahilis have voluntered to prolong their engagement again, but the others claim that they have loyally completed their original agreement and its prolongation as arranged in June last, and that they should now be allowed to return to the coast.

Their claim is just, but I have managed to arrange that most will be prepared to resume the field after one month's leave at the coast, in case your Lordship considers it advisable for my expedition to make a further effort to complete the connection between Egypt and Uganda.

I had proposed to leave Lieutenant Pereira at Save in charge of my 107 Soudanese (72 Uganda Rifles and 35 ex-Dervishes), with 30 Swahilis and my reserve stores and ammunition and a train of donkey transport. Want of trade-goods, however, necessitates my locating Lieutenant Pereira's force at Mumia's for the present, but I propose that he should reoccupy Save as soon as circumstances will admit of this step.

I have asked Mr. Berkeley to let me have the services of a Lieutenant (junior to Lieutenant Pereira) and a doctor, both to be attached to the Save command, until your Lordship's decision as to further work in East Equatoria is known.

I also propose, with your Lordship's approval, to increase Lieutenant Pereira's force by 100 Swahilis, with trade-goods, &c., from the coast. He will then be in a position to carry out the controlling patrol as far as Latuka when the next rainy season makes the journey an easy one, while the food depôt of 7,500 rations at Titi will facilitate his work. I would venture to suggest that Lieutenant Pereira be allowed to revisit and pay up in full my levy posts, even if your Lordship should decide that the maintenance of these posts, or of our hold over these Treaty countries, would not be necessary in the future.

My detailed proposals for controlling these countries, secured to us by Treaty, are dealt with in the accompanying Memorandum, together with a rough estimate of their cost.

The case regarding a renewed effort to join hands with Egypt appears to me as follows:—

If the sudd has opened, and the Anglo-Egyptian gun-boats have reached Lado, our work is done.

If the sudd remains closed, it is for your Lordship to decide whether the chance of further foreign interference is so slight that we can reasonably await the opening of the sudd to complete the junction of our forces by steam-boats ascending the Nile, or whether a fresh effort is necessary to effect that junction by land expeditions.

In the latter case, it is further for your Lordship's decision whether my expedition should take part in this effort, or whether your Lordship would wish to intrust any further efforts to other hands.

Should your Lordship wish me to continue this work I would venture to submit the following proposals as offering a reasonable chance of effecting the junction with as little delay as possible:—

That Lieutenant Pereira's patrol should be further increased by 2 officers and 100 men; that he should proceed to, and make a food dépôt in Latuka, and after effecting this that he should endeavour to establish himself at a pre-arranged latitude (5° 30′ north or 6° north) on one of the western tributaries of the Sobat River. To facilitate this and his relations with the Shilluks or allied tribes I would ask that some twenty Soudanese from Egypt, Shilluks and Denkas, be sent out to join his command, in place of the Sikhs, as no Shilluk interpreters can be obtained at this end.

With the remainder of my European staff and my Swahilis I would propose to travel viâ Cairo to Sobat, where Sir Herbert Kitchener might provide, under their own officers, such Soudanese escort as the Egyptian Intelligence Department might consider necessary in the region of the Lower Sobat; with the aid of Anglo-Egyptian gun-boats or launches we would ascend the Sobat to Nassar, or as far as possible, and there secure an advanced base, thus reducing the distance to be traversed between that base and the Latuka column. After securing a safe advanced base a flying column, in which my trained and disciplined Swahili porters would be very valuable, should push rapidly south to join hands with the Latuka column, in the knowledge that we possessed a safe depôt to fall back on at Nassar, or a food depôt to advanee on in Latuka, as circumstances might necessitate.

The success of this movement would depend largely on the attitude of the Shilluks, and if this powerful tribe has already made friends with the Anglo-Egyptian force on the Nile, or could be won over, I think the scheme would offer a reasonable chance of success. Questions of food and transport would probably prevent any large force from moving southward by the Sobat River, and a small lightly-equipped column with porter transport might be the only rapid way of joining hands with the south, although it would necessarily run more risk in case of collision with hostile tribes; but if, as I trust, an Anglo-Egyptian post could be established near Nassar, the unknown country to be traversed before reaching Latuka would be only 3½ degrees of latitude, and as the Shilluks are said to be rich in cattle, their country is probably not a difficult one. The advance from Latuka and Sobat could probably take place in July or August, and the junction be effected in August or September 1899.

I shall endeavour to see Mr. Berkeley, and ascertain what, if any, assistance or co-operation he would be prepared to afford at this end, and also to avoid in future the unfortunate diffusion of strength which has resulted from the secrecy in which he shrouded his present independent movement on Lado.

Sir Herbert Kitchener's views would have to be taken as to this proposal, which largely depends on his assistance and support from the north, and it is of course possible that he would prefer to carry out the movement with his own officers.

All I can do is to submit my scheme to your Lordship, and I would venture to suggest that your Lordship would be good enough to telegraph your decision to Sir Arthur Hardinge that I may know how to act on my arrival at the coast.

If your Lordship considers that my expedition has done enough I would ask permission to pay off my caravan, to send up a small caravan of necessary stores, &c., to Lieutenant Pereira, to direct that officer and his force to revert to the Uganda Protectorate, maintaining his post at Save and patrol to Latuka, or not, as your Lordship may decide, and with my remaining staff to return to England to work out the maps and reports of the extensive, and largely unknown, tracts which my expedition has explored.

In this case your Lordship might consider it desirable that we should visit Cairo *en route*, in order to communicate with as little delay as possible to the Egyptian

Intelligence Department information which might be of value to them regarding the condition of Northern Equatoria.

I have, &c.
(Signed) J. R. L. MACDONALD.

Inclosure in No. 157.

Memorandum.

THE following scheme is drawn up with a view to our retaining an effective control of the regions secured by the Treaties of the Juba expedition, without committing us to premature administration with all its expense and responsibilities. The system of control advocated would, it is believed, still further improve the friendly relations already established and lead to the development of trade, while it would pave the way to the introduction of a proper administrative system in the fullness of time.

The scheme is, roughly, to keep up a series of local levy posts under local Chiefs and to control these posts by an annual, or more frequent, patrol from the post it is proposed to establish at Save, which will be, comparatively speaking, within easy touch of the advancing railhead.

The reasons for some such permanent control of these regions are briefly as follows:—

1. This measure of occupation will not only strengthen our rights over the Treaty countries, but would give us claims to neighbouring countries, which, though not actually in Treaty relations with us, would come indirectly or directly under our influence to an extent to exclude them as fields for the action of a foreign Power.

2. The inhabitants of the Treaty countries of East Equatoria are most anxious that our stay should be permanent, as they realize the benefits that would follow. In Karamojo we have a large tribe of the best fighters in Equatoria, who are desirous of the most friendly relations, while in Latuka, and to a lesser extent in Chua, we have an organized State under one head and thus capable of considerable development.

3. This country is comparatively high and healthy, with numerous lofty mountains, and affords a good road for pack animals from Kavirondo to Latuka, while it could not be equally efficiently opened up from the Nile, as was shown during the Egyptian occupation of Equatoria.

4. The country is rich in flocks and herds, camels and donkeys, and thus contains in itself abundant means of transport, the main difficulty in opening up a new country. Ivory is everywhere cheap, and in some parts very abundant, while the nature of the geology would point to this as the most promising field, in this part of Africa, for the discovery of valuable minerals. Persistent reports have reached me of the presence of gold, but so far I have found none; as, however, gold is known to exist in Kaffa, it is possible it may also be found farther south. Lime has been found in several places and iron is widely distributed, but so far no coal has been seen.

The drawbacks to occupation are briefly:—

(*a.*) Additional expense.

The scheme proposed would cost 18,000*l.* per annum, although this would be reduced somewhat by revenue from ivory, live-stock, and other exports.

Before long the Uganda Protectorate would find it absolutely necessary to establish a post at Save, as trade in Karamojo and beyond is sure to increase as the railway advances, and such a post would probably cost some 7,000*l.* to 10,000*l.* per annum.

My present proposal would not only furnish this post, but give us an effective control of a much larger area for a comparatively small increase of cost.

(*b.*) Additional responsibility.

This scheme of control, in distinction to administration, would reduce our responsibility to a minimum.

Some additional responsibility in the future is unavoidable, as trade in these regions is likely to increase, and they are not only visited by British-protected subjects, but also by caravans from German territory.

(*c.*) Difficulties of transport and supply from the coast.

This is more apparent than real, as the scheme provides for the East Equatorial

command supplying itself direct from railhead by its own transport, quite independently of the Uganda transport service, which is doubtless strained to the utmost. This is rendered easy by the amount of pack transport which we can secure in the country itself, and the railhead has now reached regions where pack transport can be usefully employed.

I trust that this brief statement of the relative reasons for and against some form of occupation will be sufficient to warrant the adoption of the scheme I propose.

By this scheme we would have five officers, two companies of troops, and one company of armed porters established in the food districts north of Mount Elgon, and provided with donkey or camel transport. This force would be amply sufficient to extend our influence over the fertile districts west of Mount Elgon, and extending to Usoga, while an annual patrol would traverse Karamojo, and visit Latuka to pay and examine the levy posts which have been established and garrisoned by locally enlisted askaris. The regions north of Lake Rudolf could also be visited periodically, not by the long and foodless route following the Turkwel River, but by striking east and then north from the fertile districts of Dodosi, in North Karamojo. Provision is also made for a transport service to keep open communications with railhead, for an increased force of local troops in additional levy posts to the north, and for a certain amount of local labour.

I have already got 107 Soudanese, and the balance of the two companies proposed could be made up, when my expedition is disbanded, of Swahilis, who have already been trained, and have experience of active service.

I have no doubt the necessary porters and transport followers could be similarly obtained. The military equipment, ammunition, stores, &c., left over from my expedition would give the new command a fair start, and we now possess a train of 300 donkeys, although most of the saddles are worn out. I have reason to believe that Save and its neighbourhood would be a popular station for Soudanese and Swahilis, and its altitude should make it healthy for Europeans.

I presume this new command would be under the Commissioner of Uganda, but venture to suggest that it would be premature to introduce any attempt at civil administration.

Lieutenant Pereira, Coldstream Guards, has yet nearly a year to serve in East Africa, and it would be most desirable that he should remain in this command until the expiry of his term of service, as he accompanied me to Latuka, and is well known to the tribes on the road and familiar with their characteristics. This officer has done very good work, and I would venture to suggest that he be given command of East Equatoria, if my scheme is approved of, being granted such local rank as may be considered necessary. (As he is nearly a Captain, perhaps local rank of Major would be possible.)

I hope to get a Lieutenant and a doctor from the Uganda Administration as a temporary measure, but, if my scheme is approved of, I would venture to suggest that three Lieutenants and a doctor be engaged and sent out to East Equatoria without delay, and the services of a good 2nd class assistant surgeon be obtained from India.

The estimated annual cost of this scheme is as follows :—

ESTIMATE.

	£	£
European Staff.		
1 Commandant, at 700*l.*	700	
3 Lieutenants, at 500*l.*	1,500	
1 doctor, at 500*l.*	500	
Passages, &c.	1,000	
		3,700
Subordinate Staff.		
1 2nd class assistant surgeon, at 250*l.*	250	
1 clerk and accountant (Indian)	220	
1 clerk and storekeeper	130	
Compounders, dressers, artisans, &c.	420	
Passages, &c.	280	
		1,300

	£	£
Troops (2 Companies).		
Pay	3,600	
Clothing	700	
Rations	600	
Recruiting, &c.	300	
		5,200
Porter Company.		
Pay	1,360	
Clothing	240	
Rations	300	
Recruiting, &c.	300	
		2,200
Local Force.		
Askaris	600	
Porters	400	
		1,000
Stores.		
Military	400	
Medical	150	
Trade-goods	300	
Tools, &c.	100	
Stationery, &c.	50	
		1,000
Transport.		
Native Staff pay	500	
Clothing	60	
Rations	80	
Recruiting charges	40	
Animals	300	
Saddles, &c...	300	
Freight, railway, &c.	300	
Local labour	200	
		1,800
Contingencies and Miscellaneous	1,800	
Total		18,000

(Signed) J. R. L. MACDONALD, *Major.*

No. 158.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received February* 20.)

(No. 22.)

My Lord, *Lamu, January* 17, 1899.

I HAVE the honour to inclose herewith, with reference to your Lordship's telegram No. 12 of the 10th instant, and to previous correspondence, two alternative Estimates for a quarantine station on Manda Island.

These Estimates have been prepared by me in consultation with the Principal Medical Officer of the Protectorate and of Her Majesty's Acting Sub-Commissioner at Lamu, whose local knowledge is naturally useful, and we have gone very fully and carefully into all the details. It is possible that in both of them a reduction of a few hundred pounds might be effected, but we do not believe that any larger saving would be practicable. The figures are no doubt very high. I myself was disagreeably surprised at their result, but I do not think when they are analyzed that they can be fairly deemed absurd or extravagant. Those embodied in my telegram No. 12 of the 9th instant were framed in consultation with Sir Lloyd Mathews and Mr. Bomanji, the Zanzibar Government Minister of Public Works, and were shown to and concurred in by Dr. Charlesworth.

The first Estimate (A) is based on the assumption that we undertake to provide a complete quarantine station, capable, in view of the presence of plague in Madagascar, and of the possible recurrence of such incidents as that of the "Bundhara," to enable us fully and immediately to comply, in every conceivable case, with all the requirements of the Venice Convention.

The second Estimate (B) represents the smallest permanent establishment which we could maintain if we are to attempt to deal locally with ships having plague on

board. It assumes that we merely provide a rough permanent quarantine camp, making due provision for water, but beyond a few caretakers have no permanent staff either of doctors or police, relying for these requirements on the existing resources of the Protectorate, and trusting to the chance that the necessity of our having to use our camp, and thus put a slight strain on those resources, will rarely, or comparatively rarely, arise.

I will now proceed to explain the various items in Estimate (A).

1. *Medical Staff.*—Your Lordship will observe that the Principal Medical Officer recommends our employing two European doctors, in view of the possible illness of one of them. Their salaries, 500*l.* a-year and 300*l.* a-year respectively, have been calculated as those allowed for the doctors at Suez by the Venice Convention (Article V of the Chapter entitled "Organisation de la Surveillance et de la Désinfection à Suez et aux Sources de Moïse").

The subordinate employés, cooks, sweepers, &c., are, your Lordship will observe, all Indians. It would not be wise to use native Africans for this purpose in an infected camp. Speaking the native languages and knowing the ways of the country, their facilities for deserting and carrying contagion would be greater, and, if cut off from their homes and women, the temptation to desert would be considerable. Indian cooks would, moreover, in any case be requisite in view of the caste prejudices of the natives of India, who would, probably, constitute the majority of the inmates of the camp.

2. *Police.*—The Permanent Sanitary Guard would have to consist of at least forty men and two non-commissioned officers, one for the day, the other for the night watch. The duties of the police would be not only to keep the coolies from breaking out of the lines and to stop all unauthorized communication between the camp and the rest of the world, but to maintain order during a week or fortnight's detention among several hundreds, perhaps over 1,000, rough and quarrelsome Punjabi Mahommedans. The average wages of a policeman are 16 rupees a-month, including rations ("posho"): add to this the cost of his uniform, two pairs of boots a-year, two suits of khaki, one flannel shirt, one overcoat, one fez, two pair of putties, and you get an extra 42 rupees a-year, or $3\frac{1}{2}$ rupees a-month per man. This barely allows 1 rupee a-month extra for the specially unpleasant and dangerous service on which they are to be employed, and which involves besides liability to infection, isolation on an infected island, and separation for, perhaps, long periods from their women and from native town life: 20 rupees a-month, all told, would not be too much for such a service. Sir Lloyd Mathews, when we discussed the question together at Zanzibar, said he would think it wiser to offer 30 in order to get really good and reliable men, who could be trusted not to fall asleep on duty or take "backshish," temptations to which the black policeman in this country, at least, is apt to yield.

Boat.—The quarantine camp, at Manda, being 5 or 6 miles from Lamu, a boat would be required if a permanent station is to be kept up to supply the men employed on it with provisions. In Estimate (B) I have suppressed this item, as, if we merely extemporized a camp for special emergencies, it would be cheaper to hire shore boats *ad hoc.*

Buildings.—We do not believe that a bungalow for the European doctor and his assistant could be erected and adequately furnished for less than 1,500*l.*, and taking the cost of the upkeep at 5 per cent. of this amount, we arrive at an annual charge of 60*l.* The bungalow would contain one central living room, two bed-rooms and bath-rooms, one for each doctor, and one kitchen. The initial cost of cheap wooden quarters with corrugated iron roofs for the Indian subordinates would be at least 300*l.*, or, say, 15*l.* a-year upkeep. It must be remembered that repairs and upkeep in tropical Africa are more costly than in England, owing to the damage done by the heavy rains and by white ants.

Next come the lines for the coolies and native police. Their initial cost would not be less than 2,000*l.* Sir Lloyd Mathews could not build those for the Indian regiment at Mombasa, in 1895, for less than 3,000*l.*, but wood and labour are both a good deal cheaper here, and the lines themselves would be as roughly and economically erected as was consistent with the health of the occupants. Dr. Macdonald proposes three lines of huts capable of holding 1,000 persons: 1, healthy; 2, suspected; 3, infected. The latter would have after use to have the roofs removed and the whole building thoroughly disinfected, so that he wishes a larger percentage of the initial cost of building for unkeep.

A small lazaret for European or other first-class passengers, and an isolation hospital for such of them as might be afflicted with plague or other infectious complaints, would be indispensable to any quarantine station. Our Estimate (A) assumes

a maximum of sixteen Europeans, which is very small: if an infected French or German mail-steamer from Madagascar put into Mombasa, with, say, 100 white passengers on board, the resources provided, even in the larger estimate, would be inadequate, and only those actually sick or destined for an East African port could be landed. The furniture would, of course, be of the roughest and cheapest kind, a few native beds ("kitandas"), recommended by the doctors as costing less than iron bedsteads if they had to be destroyed, and a few chairs and tables with glasses and crockery. We have, therefore, only allowed 18*l.* for yearly wear and tear, including the burning and replacing of beds and bedding (such as mattresses and blankets, &c.) used by the patients.

Condenser.—It would, I think, be necessary to have a condenser on Manda Island. The expense of bringing water from Lamu would, in the long run, be greater, and although we may, I hope, find water by digging wells in Manda, a work upon which I propose to employ the "Bundhara" coolies, well water is often apt in Africa to fail or become of inferior quality after a long drought, such as that which we have lately experienced throughout this Protectorate. Good water is a very important requirement in a quarantine camp; the brackish kind frequently found here and drunk without ill-effects by the natives sometimes produces fever dysentery, and even hæmaturia in strangers. We have a condenser in Mombasa which I propose to move to Manda, and the total upkeep of which, including coals, repairs to boiler, and wages of a native engineer would, by Estimate (A), be exactly 100*l.*, and by Estimate (B), under which it would only be used on exceptional occasions, about 20*l.* or 30*l.* less.

Dr. Macdonald considers that the cost of purchasing, bringing out here and erecting a suitable disinfecting stove, such as that contemplated by the Venice Rules, would not be less than 1,000*l.*, whilst its annual upkeep (coals, repairs, &c.) would be about 50*l.*, but on this point I cannot venture to express an opinion. It could, no doubt, be arranged that we should take over the stove now belonging to the railway, and that the engineer who worked it should work our condenser also. The Principal Medical Officer does not, however, regard such a stove as absolutely indispensable, though he thinks we ought to have it, if we are to comply with the Venice Rules in all their details. I have, therefore, left it out in Estimate (B).

In that Estimate, as your Lordship will observe, I have, whilst retaining a certain number of the necessary items provided in Estimate (A), allowed a smaller expenditure for all of them, reducing them by one-half or one-third. Buildings are, I think, indispensable, for even if it were possible to have a camp consisting merely of tents—a condition inconsistent with health during the heavy rains twice a-year, when there may be several feet of water on the ground—tents costing some 20*l.* each would, in the long run, prove at once more expensive and less durable than huts. I have allowed for no permanent police or medical staff. We should use our existing police force to provide as emergencies arose, a special sanitary guard, and the medical officer for the Tanaland Province would act as special doctor for the quarantine camp whenever used. I have, however, provided a retainer of 100*l.* a-year for a local doctor to relieve the provincial medical officer and local hospital assistant when the latter were detached for special service in the quarantine camp, as whilst they were so employed it would be necessary, so long as the plague existed in India or elsewhere, to have a doctor in Lamu in order to board and medically examine ships and dhows entering the port. In the present instance, I have temporarily employed Dr. Hässler, a local German medical practitioner, whilst Dr. Mackeson, our regular Government doctor, is away in Manda, and on future occasions we might arrange to procure the services of one of the railway or mission physicians. This, of course is a somewhat "hand to mouth" arrangement, dictated only by considerations of the most rigid and extreme economy.

I should personally greatly prefer to see Estimate (B) rather than Estimate (A) adopted, and power given to this Administration in special cases where the demands made on us were in excess of our resources to repel infected ships altogether. It appears to me, reading the Venice Rules, that the Delegates who drew them up had not at the time present in their minds their application in such countries as the Colonies or Protectorates of the Signatory Powers in Eastern Central Africa. They make special provisions for Europe, for Egypt, for Turkey, and for Persia, but I doubt whether they ever thought of Mombasa or Zanzibar. The peculiarity of countries like British, German, and Portuguese East Africa is that although an elementary civilization exists in a few coast ports, their Hinterlands are altogether savage. In Egypt, in India, and to a leseer extent in Persia and in Turkey, there exist, in many directions, railway, telegraph, road and transport facilities, affording means of anticipating and checking

the progress of contagion which are absolutely unknown in East Africa: there are inland towns provided with doctors and hospitals, and if therefore plague once gets in, means of combating it which we do not possess. In this country, with its four or five doctors scattered over a huge and imperfectly known area, if once it made its appearance and extended at all up-country we should be almost helpless against it. Thousands of native Africans in remote parts of the interior, and even in the districts 20 or 30 miles inland, inhabiting villages, hidden amidst unexplored and almost trackless jungle, might die, and whilst dying spread the plague still further, without our even knowing that they were stricken. I am therefore strongly of opinion that the Venice Rules, even if it is decided to apply them in their entirety here, should be applied with greater elasticity than in Europe or Western Asia, and that the local authorities should be trusted, and allowed a large discretion in dealing with any cases which they may consider need exceptional treatment. The outbreak at Tamatave, due according to report to infection brought from India by an apparently healthy dhow which had been twenty-five full days at sea, seems to prove that these Rules are not infallible.

In conclusion, I would say that I think Manda Island the best quarantine station obtainable. It is close, but not too close to a large town, Lamu, where provisions can always be obtained, and which is in telegraphic communication, (though frequently interrupted owing to the badness of the line, with the rest of the world. It has few or no inhabitants: a certain quantity of water can be relied on in it; unlike other islands which have been considered by me, it is accessible to large ships. It is not, of course, a perfect station, but the objections to any other, whether on the mainland or on an island, are still greater. I propose, therefore, permanently to adopt it.

The rough quarantine camp, extemporized for the present emergency, will probably not cost more than 200*l*. We have merely cleared the ground, placed the coolies in tents, furnished by the railway, and arranged for a twelve days' food and water supply, using our own ordinary police and medical staff.

I have, &c.

(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 158.

ESTIMATE (A).

FOR complete Quarantine Camp on Manda Island.

I.—ANNUAL UPKEEP.

1. *Medical Staff.*

	£
European Medical Officer	500
Assistant ditto*	300
4 Indian hospital assistants, at 150 rupees a-month	480
6 Indian sweepers, at 12 rupees a-month each	57
2 Indian cooks, at 40 rupees a-month	64
	1,401

2. *Police.*

40 guards, at 20 rupees a-month, including posho and uniform	640
2 non-commissioned officers, at 35 rupees and 30 rupees a-month respectively ..	52
	692

* Dr. Macdonald thinks an assistant indispensable in case of the chief doctor's illness.

3. *Boat.*

	£
4 boat boys at 12 rupees a-month each	38

4. *Buildings.*

Doctors' quarters (upkeep)	50
Indian subordinates	15
Coolie and police lines (allowing for frequent repairs for purposes of disinfection)	300
European lazaret	50
Isolation hospital	225
	640

5. *Other Requirements.*

Furniture for lazaret and hospital (wear and tear)	3
Stores ditto (bedding, &c.)	15
Condenser, upkeep and repairs	12
„ coals (12 tons a-year)	28
Disinfecting stove (repairs, coals, upkeep)	50
Engineer for stove and condenser, at 75 rupees a-month	61
Medical stores	500
Contingencies	100
	769

TOTAL.

	£
Medical Staff	1,401
Police	692
Boat	38
Buildings	640
Other requirements	769
	3,740

II.—INITIAL COST OF ESTABLISHING STATION.

	£
Passages, 2 doctors (European)	105
„ 4 assistants (Indians)	33
„ 8 servants (2 cooks, 6 sweepers)	16
Purchase of boat	34
Doctors' quarters	1,500
Indian subordinates' quarters	300
Native lines	2,000
European lazaret	1,000
Hospital	1,500
Furniture	400
Stores	200
Medicines, disinfectants, and instruments	800*
Condenser (erection of building for and removal from Mombasa)	250
Disinfecting stove (purchase, freight, and erection)	1,000
	9,538

* This figure is declared by the Principal Medical Officer not to be too high, allowing for instruments, such as microscopes, &c. On this point a lay opinion can hardly be opposed to a medical one.

Inclosure 2 in No. 158.

ESTIMATE (B).

ROUGH cheap Permanent Quarantine Camp (Manda).

	Initial Cost.	Upkeep.
	£	£
Native lines	1,500	200
European lazaret	800	40
Hospital	800	80
Furniture	250	15
Medical stores (including disinfectants)	300	100
Condenser (cost of removal from Mombasa and erection of stove shed for at Manda)	250	30
Wages of engineer	..	61
Native caretaker, at 10 rupees a-month	..	8
Retainer to a local medical man to relieve Provincial Medical Officer, Lamu, when absent on duty in camp	..	100
Contingencies	..	50
	3,900	684

No. 159.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received February* 20.)

(No. 12. Africa.)

My Lord, *Berlin, February* 18, 1899.

I HAVE the honour to state that the "Deutsches Colonialblatt" of the 15th instant contains a long report of a journey of inspection undertaken last June, July, and August by Captain Schloback and party in the Muanza district of German East Africa.

The expedition lasted eighty-one days, and extended from Muanza on the south coast of the Victoria Nyanza along the east coast to latitude 1° south, where British territory commences, just north of Schirati.

At this point, which is described as a very advantageous one, healthy, and free from mosquitoes, a German officer's post was established, Lieutenant Sand, Sergeant Begoilin, and forty askaris being left in occupation.

In order to ascertain the exact position of the post relative to the British frontier measurements were taken, and showed the position to be 1° 7′ south latitude, *i.e.*, in round numbers about 13 kilom. south of latitude 1°. These and other measurements show that the Gori River is just south of latitude 1°. Until the frontier question becomes important, which is not likely to happen soon, the Gori River may be taken as a natural boundary.

With regard to the commercial importance of the German district on the south and east coasts of the Victoria Nyanza as affected by the Uganda Railway, Captain Schloback makes the following observations :—

Political events in Uganda and divergent British and French policy in the Soudan have obliged the British to concentrate masses of troops in Uganda.

Various circumstances, amongst others the fact that the natives on the British side of the frontier are not good as bearers, have long forced English merchants to send their goods for Uganda through German territory, which possesses a good class of bearers. In consequence of the great demand in Uganda, German firms have also found a good sale in Uganda for their wares, and have found profit, whenever provided with sufficient boats, in undertaking the transport of English goods. The export of cattle, at the proper seasons, to Uganda also promises well, as five times the price of their cost in German territory can be obtained in Uganda. These favourable commercial prospects will naturally change when Uganda and the Soudan are at rest, as the British will at once stop their present enormous expenditure. The Mombasa Railway will not, it gradually transpires, be so serious a competitor with our export trade as

might be imagined. The building is progressing slowly, even in the easy coast district. The map shows that the difficulties of construction as it proceeds westward will enormously increase. News from Uganda says that they do not expect to see it finished for ten years, if ever. Even if the Mombasa Railway be finished some day, it will have to ask large prices for freight, as it will have cost so much to build. A representative of an English firm has stated his intention of continuing to send his goods by bearers through German territory even after the completion of the railway.

I have, &c.

(Signed) FRANK C. LASCELLES.

No. 160.

Treasury to Foreign Office.—(*Received February* 20.)

Sir, *Treasury Chambers, February* 18, 1899.

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 10th instant respecting the levy of tolls on goods and animals passing along the main road from the Uganda Railway railhead to places in either the British East African or the Uganda Protectorate.

The Marquess of Salisbury invites my Lords' observations on the question whether the tolls should be levied on the property of either Protectorate, such property not being specifically exempted in the draft Regulations.

A priori, Government goods ought to be exempt from tolls on roads maintained at the charge of Government funds, so as to avoid duplicate entries on both the income and expenditure sides of the Public Accounts. But there may be a sound practical reason against the exemption. To rule that all goods must pay toll may be a great safeguard against imposition. For example, the officers of the Uganda Protectorate are entitled to a certain number of free loads in the year, and, as a rule, require several more loads, for which they must pay. If tolls were leviable on the latter loads, but not on the former, much confusion might arise, and the Collectors might easily be deceived.

My Lords suggest, therefore, that before deciding this question, Sir A. Hardinge should be asked whether the exemption, which logically attaches to Government goods, would prove practically inconvenient.

They would also inquire what is the practice in this respect in the British Central Africa Protectorate, where road and river dues have been levied for some time.

With reference to certain other points raised in the inclosures to your letter, I am to remind you that in a letter of the 11th August, 1898, my Lords maintained the position that freedom from transit duty under the Berlin and Brussels Acts, is compatible with liability to tolls levied for the maintenance of ways, not as revenue proper. Their Lordships, however, share the doubt entertained by Mr. Albert Gray, of the expedience of levying any tolls on roads, before Government has laid out any money on their improvement. On the other hand, they agree with the Secretary of State that locally produced, as well as imported, goods should pay tolls on roads supported by Government labour.

I am, &c.

(Signed) FRANCIS MOWATT.

No. 161.

Foreign Office to India Office.

Sir, *Foreign Office, February* 20, 1899.

WITH reference to your letter of the 14th instant, I am directed by the Marquess of Salisbury to transmit to you, for the information of the Secretary of State for India, the accompanying telegraphic correspondence with Her Majesty's Sub-Commissioner at Mombasa relating to the return of the 27th Bombay Regiment to India.*

I am to request that the opinion of the Government of India may be obtained by telegraph upon the points raised by Mr. Craufurd, and that they may be asked whether, in

* Sub-Commissioner Craufurd, No. 22, Telegraphic, and *ante*, Nos. 151 B and 151 C.

the event of his being able to spare the companies of the regiment now in the East Africa Protectorate, there would be any objection to their being sent back by the earliest opportunity without waiting for the companies now in Uganda.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 162.

The Marquess of Salisbury to Sir F. Lascelles.

(No. 26. Africa.)

Sir, *Foreign Office, February* 21, 1899.

COUNT H. HATZFELDT called, on behalf of the German Ambassador, at this Office on the 16th instant, and stated to Mr. Bertie that his Excellency had been informed from Berlin that Her Majesty's Commissioner and Consul-General for East Africa was making difficulties about the recognition of the German gentleman recently appointed to be Vice-Consul at Mombasa on the ground that the Queen's exequatur had not been applied for.

Count Hatzfeldt was instructed to point out that the German Consular District of Mombasa being limited to the dominions of the Sultan there could not be any question of the Queen's exequatur, and he was to ask that Sir A. Hardinge might be instructed to recognize the Vice-Consul who, he understood, had already been recognized by the Sultan's authorities.

Mr. Bertie told Count Hatzfeldt that unless the commission of a Consular officer bore the signature of the Sovereign or head of the State, an exequatur was not issued by the Queen—the appointment was merely recognized by the local authorities under orders from the Home Government.

I afterwards addressed to Sir A. Hardinge the telegram, a copy of which is inclosed,* informing him of the communication made by the German Ambassador, and stating that, if there were no personal objection to the German gentleman appointed Vice-Consul, it would be advisable to recognize him in that capacity.

I am, &c.
(Signed) SALISBURY.

No. 163.

Treasury to Foreign Office.—(Received February 22.)

Sir, *Treasury Chambers, February* 21, 1899.

THE Lords Commissioners of Her Majesty's Treasury direct me to say that, under the circumstances set forth in your letter of the 17th instant, they sanction the provision proposed by the Marquess of Salisbury for grants-in-aid of the undermentioned Protectorates for 1899–1900, viz.:—

	£
For Uganda	250,000
For British East Africa	99,000

I am, &c.
(Signed) FRANCIS MOWATT.

No. 164.

Foreign Office to Mr. Berkeley.

(No. 30.)

Sir, *Foreign Office, February* 22, 1899.

THE Marquess of Salisbury received on the 23rd ultimo your despatch No. 141 of the 1st November, 1898, inclosing copy of the Game Regulations promulgated by you on that day, and explaining the principle on which you have made "reserves" or "sanctuaries" for the better preservation of game. His Lordship approves the Regulations and the steps taken by you.

I send herewith, for your information, a copy of a despatch which his Lordship

* No. 151 A.

has addressed to Her Majesty's Commissioner in the East Africa Protectorate on the same subject.* His Lordship wishes you to furnish him with any observations you may have to offer on the suggestions made therein.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 165.

The Law Officers of the Crown to the Marquess of Salisbury.—(*Received February* 23.)

My Lord, *Royal Courts of Justice, February* 22, 1899.

WE were honoured with your Lordship's commands signified in Mr. Bertie's letter of the 13th instant, relative to the question of lodging an appeal against the decision of Her Majesty's Court for Zanzibar in the case of Charlesworth and others *v.* the Secretary of State for Foreign Affairs.

We have taken the papers into our consideration, and, in obedience to your Lordship's commands, have the honour to—

Report.

That we do not advise any appeal against the conclusion to which both Courts came that the award of the collector cannot stand.

We advise an appeal against the decision of the Zanzibar Court on appeal, that the claimants were entitled to the value of the buildings. This decision rests on the assumption that the English law applies, which we think incorrect, and we are not satisfied that, even according to English law, the claimants would have been entitled under the circumstances of this case to have been awarded the value of the buildings.

We are hardly at present in a position to advise whether the amount given for the land (apart from buildings) should also be the subject of appeal. It is certainly very large as compared with what was given in the Court below, but the principle of assessing the value as on the date of the Declaration of the 2nd November appears to us to be correct.

We think this point should be considered in consultation with an expert in Indian law, and need not be finally decided until all the documents have been remitted.

In the meantime, the necessary steps to appeal should be taken.

We have, &c.
(Signed) RICHARD E. WEBSTER.
ROBERT B. FINLAY.

No. 166.

Law Officers of the Crown to the Marquess of Salisbury.—(*Received February* 24.)

My Lord, *Royal Courts of Justice, February* 22, 1899.

WE were honoured with your Lordship's commands signified in Mr. Bertie's letter of the 11th instant, transmitting, for our consideration and report, the accompanying papers relative to questions affecting the claim of the Imperial German Government to exercise jurisdiction in the dominions of the Sultan of Zanzibar over certain persons who are held by the latter to be subjects of Zanzibar.

We have considered the papers, and, in obedience to your Lordship's commands, have the honour to

Report—

1. That Abubakr-bin-Abdulla must, in our opinion, be treated in Zanzibar as a subject of that State. Even if he has acquired the right, according to German law, to be treated as a German subject, nothing has occurred to absolve him from his allegiance to the Sultan of Zanzibar.

The German Government cannot by its mere act transfer the allegiance of Zanzibaris to the German Government, although it can, if it pleases, confer upon them the privilege of being treated as German subjects in German possessions.

* No. 130.

We have not before us the materials for determining whether the inhabitants of the German Protectorate are German subjects or not. This depends on considerations of German law on which we should desire further information before deciding on the validity of the contention of the German Consul that these persons are German subjects.

The Treaty with Germany mentions only subjects, but the most-favoured-nation clause entitles Germany to the same treatment as France. So far as the text of both the German and French Treaties is concerned, we think that the privileges afforded by these Treaties are confined to German and French subjects, and to persons in their employment. If, however, there had been a continuous usage under which persons not properly speaking "Frenchmen" have been treated as Frenchmen for the purposes of the Treaty as having certificates of protection from the French authorities, it might be difficult to confine the rights of France, and consequently those of Germany, to what the terms of the Treaty, strictly read, import.

In the absence of any such well-defined usage, we think that the rights of both France and Germany are confined to the case of those who are, properly speaking, their subjects, or those who are in the employ of their subjects.

2. In the case of Reich, we think that his submission to the jurisdiction prevents the German Government from being entitled to insist that he was improperly convicted. The right of trial by his own Consular Court is one that may be waived by the defendant.

We further think that, inasmuch as the offence for which Reich was tried was for having fire-arms in his possession contrary to the provisions of the Brussels Conference and of the laws made in pursuance of those provisions, he was amenable to the jurisdiction of the Court which tried him.

It seems quite clear that in practice the provisions of the Brussels Conference in regard to fire-arms would become a dead letter unless all persons who offend against them, of whatever nationality, are amenable to the Courts of the State within whose territory the offence has been committed. It is obvious that it is by that State that the prohibition against importation must be enforced, and this applies also to the enforcement of penalties for unlawful possession. We therefore think that by implication the Brussels Conference superseded the right of exterritoriality in the case of offences against its provisions in respect of fire-arms, and that Reich was properly tried.

We have not sufficient materials before us to enable us to decide the question raised in the concluding passages of Sir A. Hardinge's despatch on this case as to whether Germany has surrendered her exterritorial rights generally in this portion of Africa.

We have, &c.
(Signed) RICHARD E. WEBSTER.
ROBERT B. FINLAY.

No. 166*.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 28.)
(Telegraphic.) P. *Foreign Office, February* 24, 1899.

DEMONETIZATION of foreign rupees. You should consult your legal advisers.

No. 167.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 68.)
Sir, *Foreign Office, February* 24, 1899.

I REFERRED to the Local Government Board your despatch No. 391 of the 15th December, 1898, inclosing copies of the Regulations made in Zanzibar and the East Africa Protectorate for dealing with vessels coming from plague-infected ports, and I now transmit to you a copy of the Board's reply, which transmits a Minute by Sir R. Thorne Thorne.*

* No. 147.

I shall be glad to hear from you as to what reasons there are in your opinion against the Zanzibar and East Africa Regulations being brought into harmony with the Venice Convention of 1897.

I am, &c.
(Signed) SALISBURY.

No. 168.

Foreign Office to Treasury.

Sir, *Foreign Office, February* 24, 1899.

I AM directed by the Marquess of Salisbury to state to you, for the information of the Lords Commissioners of Her Majesty's Treasury, that his Lordship, acting on the suggestion made in your letter of the 3rd instant, consulted the Law Officers of the Crown on the question of lodging an appeal against the decision of Her Majesty's Court for Zanzibar in the case of Charlesworth and others against the Secretary of State for Foreign Affairs, and I inclose a copy of their Report.*

The Law Officers advise that an appeal should be lodged in regard to a part of this Judgment.

I am to suggest that the Lords Commissioners should instruct the Treasury Solicitor to place himself in direct communication with this Department, and to take all necessary steps for the prosecution of the appeal on behalf of the Secretary of State.

Her Majesty's Commissioner and Consul-General in the East Africa Protectorate has been informed by telegraph that the Secretary of State has decided to appeal, and that further details will be sent to him by mail.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 169.

Foreign Office to India Office.

Sir, *Foreign Office, February* 24, 1899.

THE Marquess of Salisbury referred to the Military Intelligence Division your letter of the 31st ultimo on the subject of the demands made on India for native soldiers for employment in Africa and elsewhere; and I am directed by his Lordship to transmit to you a copy of a Memorandum from that Department,† which I am to request you to lay before the Secretary of State for India in Council, and to state that Lord Salisbury concurs in the views expressed therein.

Copies of the correspondence will be sent to the Colonial Office and to the African Protectorates under the administration of this Department.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 170.

Viscount Cromer to the Marquess of Salisbury.—(*Received February* 25.)

(No. 30.)

My Lord, *Cairo, February* 19, 1899.

I HAVE the honour to transmit to your Lordship herewith copies of a correspondence which has passed between Mr. Cecil Rhodes and myself on the subject of through rates in Egypt and the Soudan for messages to be transmitted over the proposed trans-African telegraph line.

I have, &c.
(Signed) CROMER.

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* No. 165.

† No. 143.

Inclosure 1 in No. 170.

Mr. C. J. Rhodes to Viscount Cromer.

My Lord, *February* 17, 1899.

AS you are aware, I am constructing an overland telegraph from Cape Colony to Egypt. It has reached the south end of Lake Tanganyika, and I am now entering into contracts for its extension northwards, but, before undertaking further expenditure, I am anxious to ascertain from the Egyptian Government what rate they will charge me for through telegrams, that is to say, telegrams passing between Europe and South Africa through Egyptian territory, by which I mean Egypt and the Soudanese Provinces.

I find that the charge for local telegrams from Alexandria to Khartoum, a distance of about 1,500 miles, is $1\frac{1}{4}d.$ per word. On this basis, the charge to Sobat, another 500 miles, would be about $1\frac{1}{2}d.$, and should the Egyptian boundary be extended further south to Albert Nyanza, another 700 miles, the total charge for local messages would be roughly $2d.$ per word.

It is a universal law, both on railways and telegraphs, that through rates are considerably less than local rates, for in the case of local rates there are incidental expenses which do not apply to through rates. In the present case this argument is strengthened by the fact that the trans-continental telegraph, if coupled up with the Egyptian system, will bring to the latter a large revenue without any additional expense, which may therefore be regarded as clear profit for the Egyptian Telegraph.

All I ask, however, from the Egyptian Government is an assurance that telegrams from the south shall in no case be charged more than $2d.$ per word through Egyptian territory, wherever the boundary may be.

I am, &c.
(Signed) C. J. RHODES.

Inclosure 2 in No. 170.

Viscount Cromer to Mr. C. J. Rhodes.

Sir, *Cairo, February* 17, 1899.

IN reply to your letter of this day's date, I have the honour to inform you that I have consulted the proper authorities, and that I am now in a position to state that, in the event of through telegraphic communication being established between the Cape and Alexandria, a rate not in excess of $2\frac{1}{2}d.$ a-word will be charged on all telegrams in transit through Egyptian and Soudanese territories. This engagement is independent of the extent to which Soudanese territory may ultimately reach in a southerly direction. On the other hand, it is conditional on the possibility of establishing the rate mentioned above without any infringement of existing international engagements.

I have, &c.
(Signed) CROMER.

No. 171.

Sir J. Pauncefote to the Marquess of Salisbury.—(*Received February* 27.)

(No. 1. Africa.)

My Lord, *Washington, February* 9, 1899.

WITH reference to your Lordship's despatch No. 1, Africa, of the 3rd ultimo, I have the honour to transmit herewith copy of a note from the United States' Secretary of State, in reply to my communication on the 23rd ultimo, inclosing a copy of your Lordship's despatch above-mentioned, respecting the imposition of proposed light dues on shipping at Zanzibar.

Mr. Hay expresses the willingness of the United States' Government to accede to the proposal conditionally on the consent of the other Treaty Powers and on the necessity ot the concurrence of the United States being shown. But he

explains that it will necessitate the negotiation by his Government of a new Article supplementary to, and amendatory of, Article III of the existing Convention between the United States and the Sultan of Muscat, which still governs their relations with Zanzibar.

I have, &c.
(Signed) JULIAN PAUNCEFOTE.

Inclosure in No. 171.

Mr. Hay to Sir J. Pauncefote.

Excellency, *Department of State, Washington, February* 6, 1899.

I HAVE the honour to acknowledge the receipt of your note of the 23rd ultimo, with which, in compliance with the instructions of your Government, you transmit to me copy of a despatch addressed to you by Lord Salisbury respecting the conditions on which Her Majesty's Government are prepared to sanction the imposition of proposed dues on British shipping at Zanzibar, provided the other Powers having Treaties with Zanzibar are willing to do the same with regard to shipping under their flags, and expressing the hope of Her Majesty's Government that the Government of the United States will agree to the imposition of like dues upon American shipping on the conditions and for the purposes laid down in Lord Salisbury's despatch, on the understanding that all the other Powers having Treaties with Zanzibar (to each of whom a similar appeal has been addressed) will also agree to like treatment of their national shipping.

The Treaty relations of the United States with Zanzibar exist under the Convention concluded with the Sultan of Muscat on the 21st September, 1833, and have remained in full force by acceptance of the Sultan of Zanzibar after the separation of that State from the jurisdiction of Muscat.

While the purpose for which it is proposed to levy the shipping dues described in Lord Salisbury's despatch to you, to wit, the establishment of proper lights on the headland approaches to Zanzibar and upon the buoys showing the entrance to the harbour, is one strongly commending itself to this Government; and while the proposed light dues, at the rate of one anna upon every registered ton, with an added harbour due of one more anna, would not appear to impose any very onerous burden upon shipping, but rather to be a fair equivalent for a positive service rendered by the Government of Zanzibar to vessels resorting to its principal port, this Government would be unable to accept the proposed charge unless in virtue of a formal Convention supplementary to the existing Treaty. The dues in question would appear to be comprehended in the enumeration of Article III of the Treaty of 1833 between the United States and Zanzibar, which provides that the 5 per cent. duties on cargoes of American vessels landed in that country "shall be in full consideration of all import and export duties, tonnage, licence and trade, pilotage, anchorage, or any other charges whatever." The addition of any other charge in the form of a tonnage due upon the vessel for a specified public service would be necessarily an amendment of the Article referred to. The Executive of the United States is not competent to amend a Treaty, save by the same process of Convention, ratification, and exchange which were essential to the conclusion of the original Treaty.

Should the other Powers having Treaties of a similar character with Muscat, to wit, Austria-Hungary, France, Great Britain, Germany, Italy, Portugal, and Russia, accede to the proposed additional tax, and the concurrence of the United States become essential to the inauguration of the measure, this Government would be willing to negotiate a separate Article with Zanzibar supplementary to and amending in this regard Article III of the existing Treaty.

I have, &c.
(Signed) JOHN HAY.

No. 172.

Sir H. MacDonell to the Marquess of Salisbury.—(*Received February* 27.)

(No. 12. Africa.)

Lisbon, February 22, 1899.

My Lord,

WITH reference to your Lordship's despatch No. 1, Africa, of the 3rd ultimo, relative to the proposed imposition of dues for the purpose of properly lighting the coast of Zanzibar, which I lost no time in communicating to the Portuguese Government, I have the honour to inform your Lordship that I have this day received the reply of Senhor Beiraô to the effect that the King's Government are prepared to agree to the said imposition of dues, in the manner and for the purposes therein set forth, provided no opposition is raised by any of the other Powers having Treaties with Zanzibar.

I have, &c.

(Signed) H. G. MacDONELL.

No. 173.

Foreign Office to Treasury.

Foreign Office, February 27, 1899.

Sir,

WITH reference to my letter of the 17th instant, I am directed by the Marquess of Salisbury to transmit, for the information of the Lords Commissioners of Her Majesty's Treasury, the Estimates, with revenue and expenditure schedules, for the East Africa Protectorate for the financial year 1899–1900.

Although the total estimated expenditure has grown from 137,454*l.* in the year ending the 31st March, 1899, to 158,010*l.*, an increase of 20,556; it is an encouraging sign that the revenue has increased from 45,000*l.* to 58,836*l.*; that is, by 13,836*l.*

With reference to the various heads of expenditure—

Administration has risen by 4,789*l.* This increase has been called for by the necessity of increasing the number and improving the position of the staff, and includes the creation of one new District Officer at a salary of 400*l.* and an addition of 100*l.* to the salary of the Sub-Commissioner in the Ukamba Province, whose work has been much increased by the advance of the railway. The increase must not, however, be taken as indicating an advance into fresh territory; for care has been taken to eliminate the proposals put forward in this sense in the Estimates as received from Mombasa, and they have been materially reduced in consequence.

An item of 28,964 rupees appears for additional police, necessitated by the improvement in the military force, which is dealt with under the next heading.

Military shows an increase of 13,755*l.* This is in pursuance of the scheme approved by their Lordships in your letter of the 18th November, and may reasonably be expected to obviate the necessity in future of calling in Indian troops in case of disturbances. The item will be considerably lessened when the Indian contingent is withdrawn and native troops alone are employed. The sum of 6,500*l.* has been taken for military barracks and hospitals, which will include accommodation for the additional officers recently appointed to the force. This charge will be non-recurrent.

Treasury.—The increase under this heading, in the Estimates as printed, amounts to 960*l.* In their letter of the 21st June, 1897, their Lordships sanctioned any temporary increase which might be necessary in the Treasury Department, but the Secretary of State is of opinion that the permanent staff of that Department as regards its European members requires strengthening, and that there is no sufficient margin to meet the accident of illness or extra work. It has been reported to his Lordship that one member of the staff has been incapacitated by an affection of the eyes which will necessitate his being replaced by temporary assistance, and the fact that the accounts have not been worked up sufficiently to show the actual result of transactions to the 31st March last, indicates clearly the necessity for an increase of the European staff. Lord Salisbury was disposed to recommend that two clerks at the rate of 200*l.* by 6*l.* 5*s.* to 250*l.* should be added to the establishment, but since the Estimates were printed a telegram has been received from Mombasa reporting the death of the chief clerk and cashier in the Sub-Commissioner's office at Mombasa, who had been engaged locally, and was in receipt of a rupee salary of 200 rupees a month. An increase of

salary had been recommended of 300 rupees a month, but the Sub-Commissioner states that he is unable to find a successor locally and asks that he may be replaced from England. Lord Salisbury, therefore, proposes that another clerk of the grade 200*l.* by 6*l.* 5*s.* to 250*l.*, making three in all of the grade, should be added to the staff of the Treasury to carry on the duties in the Sub-Commissioner's office, who should look for promotion as vacancies arise in the Treasury Department.

Judicial.—The chief item of the increase of 539*l.* under this heading is the 300*l.* for the Legal Adviser, sanctioned in the Treasury letter of the 5th September, 1898.

Customs.—Included in the heading "Steam-ship Juba" is a charge for 635*l.* for four months' subsidy to a steamer while the "Juba" is at Bombay for overhaul. The expenditure seems unavoidable.

Post and Telegraphs.—The Postmaster-General, in accordance with Treasury letter of the 27th December, is paid for in full instead of being shared with Zanzibar, causing an increase of 300*l.* A further increase of 750*l.* for his house will be found under the sub-head "Public Works." New subordinate Postmasters and clerks are responsible for an increase of 692*l.*, and new expenditure is provided for in connection with the parcel-post service and for a postal van on the Uganda Railway.

Medical.—The salary of the Principal Medical Officer has been raised by 50*l.*, from 500*l.* to 550*l.*, an increase to which Lord Salisbury trusts that their Lordships will not object in view of the important and responsible work which falls on the officer in question.

Public Works.—The explanation of the increase of 2,770*l.* under this heading is to be found in a great measure in items which have already, either directly or in principle, received their Lordships' sanction, such as those for harbour buoys, lights and beacons, and small piers at Melindi and Kipini.

Transport.—The increase of 1,670*l.* in this schedule is caused by the increasing liabilities of the Protectorate. Amongst other items the sum of 524*l.* is required to keep open communications with the Somali tribes near Kismayu who have recently been brought into friendly relations with the Administration.

Juba Expedition.—A sum of 5,000*l.* has been taken for this service which is being carried on by Colonel Macdonald, as against 15,000*l.* provided in 1898–1899. The expedition has been recalled, but there will be unavoidable expenses in connection with it, and it has not been thought safe to make a less provision to meet them.

Bombay Agent.—The share of 250*l.* for this agency was sanctioned by their Lordships' letter of the 10th September, 1898.

Lord Salisbury trusts that their Lordships will accept the Estimates as now presented to them, and will sanction their adoption for the ensuing financial year.

I am, &c.

(Signed) ST. JOHN BRODRICK

No. 174.

Memorandum respecting proposed International Conference on preservation of Wild Animals, &c., in Africa.

THE exact position is this:

In reply to suggestions put forward by us, the German Government (Lord Gough, No. 75, May 1, 1897) sent us certain proposals by Major von Wissmann, amongst others a suggestion for a Conference, and asked our views. After consulting the Colonial Office, we replied (No. 28, March 3, 1898) that we concurred in the idea of a Conference, submitted certain objects to be aimed at, stated that if the German Government concurred generally we would concert with them the exact bases, and when settled would issue invitations for a Conference in London.

The German Government (Sir F. Lascelles, No. 81, July 13, 1898) said they were willing to take part in such a Conference, and had no objection in principle to the general ideas expressed by us. They attached, however, great importance to the bases of the proposals being drafted in co-operation with Major von Wissmann, who would be their Delegate.

We replied suggesting that the Conference should take place this spring (No. 146, August 27, 1898).

Mr. Brodrick's answer to Sir E. Grey gives the substance of the above.

It is for us to move ; and I submit a sketch of the form which the deliberations of the Conference might take, and which, if approved, might be sent to Berlin for submission to the German Government. I have shown the paper to Sir John Kirk, who thinks it should meet our objects.

(Signed) CLEMENT Ll. HILL.

Foreign Office, February 28, 1899.

Inclosure in No. 174.

International Conference for preservation of Wild Animals, Birds, and Fishes in the African Continent and adjacent Islands.

(*a.*) NAMES of Powers having possessions or Protectorates.

(*b.*) Statement of intentions modelled on Brussels Act, viz. :—

"The Powers, &c., being equally animated by the firm intention of protecting wild animals, birds, and fishes in the Continent of Africa and adjacent islands from indiscriminate slaughter, and the extinction which has already overtaken many interesting species, and desiring especially to preserve for the uses of civilization elephants and other beasts capable of domestication, have resolved, on the invitation, &c., to assemble in Conference with a view of drawing up bases for common legislation on the subject in their respective African possessions and Protectorates."

(*c.*) Sketch of Articles to be incorporated in Final Act, viz. :—

Article 1. The Powers declare that the most effective method of obtaining the objects in view is legislation founded on the following bases :—

1. The prohibition of the killing of wild animals under one year old, and females with their young, except noxious animals and beasts of prey, as enumerated in Annex 1.

2. The creation of reserves within which it shall be unlawful to hunt, capture, or kill any wild animal or bird not mentioned in Annex 1.

3. The prohibition of wholesale trade in the hides or horns of wild animals.

4. The prohibition of the use of dynamite or other explosive and poison in streams, lakes, or ponds for the purpose of taking fish.

5. A close season for certain kinds of birds.

6. The prohibition of the export of elephants' tusks of less than 10 lbs. weight.

7. The intrduction of a system of licences to individual non-natives desiring to kill, hunt, or capture wild animals, birds, or fishes, and of tribal or other licences to natives.

8. The rigorous enforcement of the provisions of Articles 8 to 13 of the Brussels Act which relate to fire-arms and ammunition.

Article 2. The Powers agree to introduce into their respective possessions and Protectorates, where it does not already exist, within six months from the signature of the Final Act, legislation founded on the foregoing bases.

Article 3. The Powers agree to communicate to each other, as soon as possible after issue, copies of all legislative enactments issued in pursuance of this Act, and to make the same public.

No. 175.

*Foreign Office to India Office.**

Sir, *Foreign Office, February* 28, 1899.

WITH reference to previous correspondence respecting the case of the "Bhundara," which arrived at Mombasa in December, 1898, with cases of plague on board, and to the instructions which were eventually addressed to Her Majesty's Commissioner and Consul-General in East Africa not to send that ship back to India, but to keep her passengers for a sufficient time under observation, I am directed by the Marquess of Salisbury to transmit to you a copy of a despatch from Sir A. Hardinge,† giving estimates of the cost of establishing and keeping up a camp of observation in connection with plague.

* Also to Local Government Board.

† No. 158.

His Lordship would be glad to be furnished with any observations which the Secretary of State for India in Council may have to offer on the proposals made in this despatch.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 176.

Foreign Office to Colonial Office.

Sir, *Foreign Office, March* 1, 1899.

WITH reference to your letter of the 17th August, 1898, I am directed by the Marquess of Salisbury to transmit to you a sketch of the bases which his Lordship thinks might be submitted to the German Government as the groundwork for the International Conference on the preservation of wild animals, &c., in Africa.*

His Lordship would be glad to learn at an early date whether Mr. Secretary Chamberlain concurs in the bases put forward and in the procedure indicated in the Memorandum.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 177.

Foreign Office to Mr. A. Gray.

Sir, *Foreign Office, March* 2, 1899.

YOUR letter of the 17th November last, with draft Regulations for checking the creation of fictitious titles to waste and unoccupied lands in East Africa, was referred by the Marquess of Salisbury to Sir A. Hardinge, Her Majesty's Commissioner, and I am directed by his Lordship to transmit to you the reply which has now been received from him.† I am also to inclose (1) a letter from the Colonial Office upon the cognate subjects of the Uganda Land Regulations, and (2) the various papers to which that letter refers.‡

It appears to Lord Salisbury that, in view of the extension of the Uganda Railway, it is desirable that the Land Regulations for the two Protectorates of Uganda and East Africa should be, as far as possible, identical in their items, and his Lordship would therefore ask you to adapt the draft East Africa Regulations (in which you will see that Sir A. Hardinge has suggested some slight alteration) to Uganda, and also to prepare the various forms of certificate suggested by the Colonial Office for different classes of land, in such a manner as to secure uniformity of treatment throughout the two Protectorates.

Should you think it necessary or expedient you will no doubt make it clear in the Regulations that the Administration has the right to deal with waste and unoccupied lands as Crown lands, and to create freehold tenure instead of mere leasehold.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 178.

Treasury to Foreign Office.—(*Received March* 3.)

Sir, *Treasury Chambers, March* 2, 1899.

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 17th ultimo in which the Marquess of Salisbury invites their observations on the question whether certain charges in respect of services performed by the Crown Agents for the African Protectorates should be paid in addition to, or be regarded as included in, the fixed payment of 1,000*l.* a-year, supplemented by the 1 per cent. commission on stores, now payable to the Crown Agents.

* No. 174. † Sir A. Hardinge, No. 14, January 7, 1899.
‡ Colonial Office, September 4, 1896; to Ditto, September 26, 1898; Colonial Office, January 25, 1899.

My Lords are under some disadvantage in considering this question because they do not find that the actual terms upon which the Crown Agents undertook to transact the business of the Protectorates were officially communicated to them, but they understood from Sir M. Ommanney's letter of the 14th January, 1897, that the Crown Agents originally hoped that the commission of 1 per cent. would furnish them "with the means of meeting the additional expenses which the Office might be called upon to incur in dealing with this new branch of its business."

My Lords would infer from this that the regular payments made to the Crown Agents should cover the cost of all services to the Protectorates which can be performed within the Crown Agents' office and by their regular staff, and that only out-of-pocket expenses necessarily paid to outside persons should be allowed as a separate charge outside the regular payments made by the Protectorates.

My Lords think that it should not, in general, be difficult to decide under what category particular expenses should come. Thus, of the charges mentioned in your letter—they think that (*a*) refunds of expenses and payment of the fees of outside persons necessarily employed in connection with the engagement of officers for service in the Protectorates, and (*b*) payments on account of the travelling expenses of candidates for appointment (restricted to the minimum considered necessary), and fees for their medical examinaion where the candidates themselves cannot fairly be asked to pay, may be treated as outside the regular payments of commission, &c., and separately charged to the funds of the several Protectorates.

On the other hand, the expenses of preparing agreements with such officers should be regarded, in their Lordships' opinion, as covered by the commission of 1 per cent. and the fixed 1,000*l.* per annum.

My Lords are not prepared to express dissent from the view of the Crown Agents as regards the necessity of inspection in connection with the supply of stores, &c., and, as the fees for such inspection appear to be out-of-pocket expenses, my Lords are disposed to think that they might fairly be paid by the Protectorates in addition to the ordinary 1 per cent. commission.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 179.

Foreign Office to Treasury.

Sir, *Foreign Office, March* 3, 1899.

WITH reference to my letter of the 10th December, 1898, respecting the proposed demonetization of the German and Portuguese rupee in the British East Africa Protectorate, I am directed by the Marquess of Salisbury to transmit to you, for the information of the Lords Commissioners of Her Majesty's Treasury, copies of telegraphic correspondence on the subject with Her Majesty's Agent and Consul-General at Zanzibar.*

Lord Salisbury would be glad to be informed whether their Lordships concur in Sir Arthur Hardinge's proposals, as expressed in his telegram No. 29.

A copy of the Treasury letter of the 17th January last was sent to him for his information and guidance on the 24th ultimo.

I am, &c.
(Signed) FRANCIS BERTIE.

No. 180.

Intelligence Division to Foreign Office.—(*Received March* 8.)

THE Director of Military Intelligence presents his compliments to the Under-Secretary of State for Foreign Affairs, and begs to acknowledge the receipt of his note of the 10th ultimo on the subject of the inland boundary of the dominions of the Sultan of Zanzibar.

While fully appreciating the observations contained in Sir A. Hardinge's despatch

* Nos. 134, 166*, and 193*.

No. 388, herewith returned, which have led Lord Salisbury to decide to make no change in the frontier recognized locally, but to mark that frontier on a map and to adhere to it, and while also recognizing the justice, in the circumstances, of his Lordship's decision, Sir John Ardagh is of opinion that it might be well if it could be clearly stated in some formal document that the delimitation of this frontier rests on a more or less conventional basis, and that, in the opinion of Her Majesty's Government, such a delimitation was not actually necessitated by the terms of the Agreement with Germany, as set forth in the Earl of Iddesleigh's note to Count Hatzfeldt of the 1st November, 1886.

In his Memorandum of the 24th September, 1898, the Director stated that, unless intention could be shown to exist, in his opinion, and for the reasons then given, no part of inland tidal waters could properly be considered as "coast" for the purposes of measurement landwards; and he thinks that, in view of the discussion of a somewhat similar nature which has lately arisen between Canada and the United States in connection with the frontier of Alaska, it might be undesirable to give to the latter country an opportunity of referring to a case which, unless some explanation could be afforded, might be held to constitute a precedent strengthening the American argument.

18, *Queen Anne's Gate, March* 7, 1899.

No. 181.

The Marquess of Salisbury to Sir H. MacDonell.

(No. 25. Africa.)

Sir,

Foreign Office, March 8, 1899.

I HAVE to acknowledge the receipt of your despatch No. 12, Africa, of the 22nd ultimo, and to request you to express to the Portuguese Government the thanks of Her Majesty's Government for the friendly disposition which they have shown in provisionally agreeing to the imposition of dues for the purpose of properly lighting the coast of Zanzibar.

I am, &c.
(Signed) SALISBURY.

No. 182.

India Office to Foreign Office.—(*Received March* 9.)

Sir,

India Office, March 8, 1899.

WITH reference to Mr. Bertie's letter of the 28th February, 1899, forwarding estimates, &c., for an isolation camp on the Island of Manda, outside Mombasa, I am directed by Lord George Hamilton to offer the following remarks:—

Sir A. Hardinge proposes to place the isolation station on the Island of Manda, which apparently has many advantages for the purpose. His view that tents would not suffice to accommodate passengers or the staff during the two annual rainy seasons, and that adequate arrangements for water supply are absolutely necessary, is quite reasonable.

His estimates of cost for the isolation camp, are:—

	Initial Outlay.	Cost of Up-keep Yearly.
	£	£
(A.) For complete permanent station.. ..	9,358	3,740
(B.) For less complete temporary station ..	3,900	684

Lord George Hamilton has no information about wages and cost of work at Mombasa, and he would accept Sir A. Hardinge's judgment on these points. He notes that Sir Lloyd Mathews would put some of the estimates at higher figures than Sir A. Hardinge takes.

It would be in accordance with Indian practice, and would probably suffice for the necessities of the case, that the lower estimate for a temporary (instead of for a permanent) station should be adopted, and that the station should be officered and manned, as far as possible, from the permanent staff of the dependency, temporary arrangements being made for extra hands to fill the places of officers detached to Manda, or to fill some of the posts on the isolation station. It certainly will not be necessary to maintain the station at full strength throughout the year. When the plague leaves India, or, when the importation of coolies for the Uganda railway work ceases, there will be no need for such extensive accommodation as might now, or during the next two years, be occasionally required.

In regard to details of the complete and permanent estimate, I am to suggest :—

1. That 1,500*l.* for quarters for one or two doctors (for a limited time only) seems high. A frame-house of wood, on piles 6 feet above the ground, could probably be obtained from Bombay or England at a cheaper rate.

2. That it would hardly be necessary to provide lazaret and hospital accommodation for sixteen Europeans. Plague experience in India and elsewhere shows that, for some reason or other, Europeans are nearly immune to plague. Accommodation for two or three Europeans would probably suffice.

3. That the price of a disinfector is put at 1,000*l.*, whereas Defries and Son sell the Geneste-Herscher steam disinfecting apparatus at 152*l.* to 216*l.*, according to size ; while other, less-efficient disinfectors, are advertized at lower prices. Lord George Hamilton is informed that the Army Sanitary Commission, after much inquiry, approved Dr. Thresh's Thursfield disinfector, which works with super-heated steam. The Commission apparently consider that a disinfector of this type, sufficient for the needs of a large hospital, can be erected in England for 138*l*, including cost of buildings.

I am, &c.
(Signed) A. GODLEY.

Inclosure 1 in No. 182.

Lord G. Hamilton to Government of India.

My Lord, *India Office, January* 16, 1896.

IN continuation of paragraph 7, of my despatch dated the 5th December, 1894, I forward the papers regarding disinfectant apparatus for pilgrim ships.*

2. I learn from Dr. Thorne-Thorne, who was a member of the Paris Conference, that though Article VII, clause (*f*) of the Convention speaks of an "étuve à désinfection," yet a steam disinfecting apparatus was meant. Dr. Thorne-Thorne regards the Geneste-Herscher apparatus as the best ; but he believes the cheaper plant described in Reck's prospectus might suffice.

3. Dr. Dickson, of the Constantinople Board, mentions the Geneste-Herscher apparatus as being used by the Turkish authorities. But he adds that the French pilgrim steamers which carry this plant do not use it ; he shows cause for doubting the efficacy of any apparatus of the kind on board ship, and he advises that pilgrim ships should not be compelled to purchase the apparatus.

4. If, after considering these papers, you should decide not to make the provision of special disinfecting apparatus on pilgrim ships compulsory for the present, I shall not offer objection to such a course.

I have, &c.
(Signed) GEORGE HAMILTON.

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* Dr. Parson's Report of 1886 on Disinfection by Heat, one copy in original. Prospectus of Reck's disinfecting apparatus, one copy in original. Letter from Defries and Co., London, November 23, 1895, copy in original. Catalogue of Geneste-Herscher's disinfecting apparatus, in original.

Inclosure 2 in No. 182.

India Office to Foreign Office.

Sir, *India Office, November* 26, 1895.

IN a recent despatch concerning the Red Sea Pilgrim Regulations, the Government of India have asked what kind of disinfecting stove should be prescribed on board pilgrim ships in order to meet the requirements of the Paris Convention. I am accordingly directed by the Secretary of State for India to request that the advice of Dr. Dickson, the British Delegate on the Constantinople Sanitary Council, may be obtained on the following points, namely:—

Do pilgrim ships, carrying passengers to the Red Sea, usually use steam disinfecting apparatus, or do they disinfect by using dry heat?

Are the Constantinople Sanitary authorities satisfied with disinfection of contaminated clothes on board ship by steam, or do they insist on dry disinfection?

Is there any special disinfecting apparatus of a serviceable and not very costly kind, which the Constantinople Sanitary Council recommend for use on shipboard?

I am, &c.

(Signed) A. GODLEY.

Inclosure 3 in No. 182.

Foreign Office to India Office.

Sir, *Foreign Office, January* 1, 1896.

WITH reference to your letter of the 26th November, 1895, I am directed by the Secretary of State for Foreign Affairs to transmit to you, to be laid before the Secretary of State for India in Council, a despatch from Constantinople on the subject of the disinfecting apparatus for pilgrim ships.

I am, &c.

(Signed) GEORGE N. CURZON.

Inclosure 4 in No. 182.

Sir P. Currie to the Marquess of Salisbury.

(No. 107. Commercial.)

My Lord, *Constantinople, December* 25, 1895.

WITH reference to your despatch No. 84, Commercial, of the 4th instant, I have the honour to transmit to your Lordship herewith copy of a Report drawn up by Dr. Dickson, dealing with the points mentioned by the Secretary of State for India with regard to the disinfecting apparatus used on board pilgrim ships.

I have, &c.

(Signed) PHILIP CURRIE.

Inclosure 5 in No. 182.

Dr. Dickson to Sir P. Currie.

(No. 71.)

Sir, *Constantinople, December* 21, 1895.

IN reply to Lord Salisbury's despatch No. 84, Commercial, addressed to your Excellency on the 4th instant, and in which his Lordship expresses the desire to be informed whether pilgrim ships carrying passengers to the Red Sea usually use steam disinfecting apparata, or disinfected by means of dry heat; whether the Constantinople Sanitary authorities are satisfied with the disinfection of contaminated clothes on board ship by steam, or do they insist on dry disinfection; and whether there is any special disinfecting apparatus of a serviceable and not very costly kind which the Constantinople Sanitary Council recommends for use on board ship, I have the honour to state that vessels carrying Mahommedan pilgrims to the Red Sea are not usually provided with

disinfecting apparata of any kind. Since 1889, however, the Constantinople Sanitary authorities have recommended the use of Messrs. Geneste-Herscher and Co.'s disinfecting apparatus by means of steam under high pressure for their lazarets and on board of pilgrim ships. Several of these expensive apparata were accordingly supplied to the lazarets of Camaran and of Abu-Saad in the Red Sea; to those of Beyrout, of Clazomene, and of Tripoli (North Africa) in the Mediterranean; to that of Cavak on the Upper Bosphorus; to that of Tuzla on the shores of Marmora; to that of Sinope in the Black Sea; and to that of Mustafa Pasha on the line of the Roumelian Railway. The Ottoman Mahousseh Company's boats and two French steamers are provided with this apparatus when carrying pilgrims to the Red Sea.

The apparatus carried by the two French pilgrim ships is not made use of, I hear, whilst the pilgrims are on board, and has only been employed to disinfect the linen and bedding of the crew after the pilgrims have quitted the ship. The apparata carried by the Mahousseh boats have never, I am told, been made use of, and have become quite rusty.

All pilgrims landed at Camaran have had their clothing disinfected by means of a Geneste-Herscher apparatus. But this has not prevented outbreaks of cholera in that lazaret, nor has it arrested its propagation when it broke out there in the month of March this year, notwithstanding that the clothing of all the pilgrims, amongst whom cholera has broken out, was disinfected by means of this apparatus, and the disinfection repeated four times, viz., every time that the pilgrims were removed from the huts in which cholera had broken out into other huts away from the contaminated one.

The disinfection applied in the lazaret of Tor, at the foot of Mount Sinai, by means of Geneste-Herscher's apparatus is acknowledged by the Egyptian sanitary officers not to have proved satisfactory; and I may add that the result obtained at Tuzla from this disinfecting apparatus applied on passengers arriving there from Asia Minor does not appear to have been more encouraging.

With regard to the apparatus which has been put up in the lazaret of Cavak, on the Upper Bosphorus, the following anecdote told me by Midhat Effendi, the Vice-President of the Constantinople Board of Health, will perhaps interest those persons who believe that cholera arises from the introduction into the human body of a living microbe, and that the effect of Geneste-Herscher's apparatus is to destroy all living organisms exposed to its influence. When the apparatus was put up in a chamber built for it at Cavak, Midhat Effendi collected a few live bugs, wrapped them up in a piece of paper, and inclosed this paper within a folded napkin, which he put into the apparatus and shut it up there. After exposing the parcel to the action of overheated steam for half-an-hour, he took it out of the apparatus, unfolded the napkin, and opened the paper containing the bugs, and found them all living and moving about in an active manner.

I do not believe that it would be possible to disinfect with this apparatus the clothing of pilgrims whilst they are on board ship, owing to the want of a private place where they could undress and hand their clothes over to the apparatus; nor would they ever consent, I think, to allow the rags in which their provisions are wrapped up to be disinfected at all.

To compel pilgrim-laden ships to carry a disinfecting apparatus of this sort would, in my opinion, be an expensive and useless measure.

Granting on the other hand that a high temperature destroys all living organisms, whether of an animal or vegetable nature, and that Koch's comma bacillus is the real cholera germ, what advantage can be gained by subjecting the clothing of pilgrims entirely free from cholera, and of those who come from places free from cholera, to a process which injures more or less all articles of clothing except linen, and imparts to them a disagreeable odour, to get rid of which they have to be washed with soap and water? Ought the disinfecting process be applied only to wearing apparel of pilgrims, or also to their provisions and to the valuable merchandize brought by them for sale at Mecca?

The Mecca pilgrimage, it should be borne in mind, has from time immemorial consisted in a great fair as well as in a solemn religious rite, and the most convenient, efficacious, and least objectionable process of disinfection for the clothing and merchandize of pilgrims proceeding to Mecca would be their exposure on shore to the air and a hot sun for a day, and this carried out by the pilgrims themselves under the supervision of a sanitary officer.

I beg to return herewith, with my best thanks, Lord Salisbury's despatch above alluded to.

I have, &c.
(Signed) E. DICKSON.

No. 183.

The Marquess of Salisbury to Count Hatzfeldt.

Your Excellency,

Foreign Office, March 11, 1899.

I HAVE the honour to return herewith the original data collected by Dr. Maurer relating to the Jasin boundary question, which your Excellency was good enough to communicate to me in your Memorandum of the 23rd December last.* The paper has been carefully studied in the competent Department of Her Majesty's Government, and I have the honour of inclosing a summary of the results obtained by Dr. Maurer,† as understood by that Department, with remarks thereon, which your Excellency might like to forward to him.

So far as can be seen, Dr. Maurer's observations result practically in nothing more than that which has been already acknowledged by Sir A. Hardinge to General Liebert, viz., that the Azimuth line from Ras Jimbo to Lake Jipé cuts "the rising ground upon which the village of Jasin stands" at a point somewhere north of Jasin, and not just south of that village, as is shown in the Commissioners' maps of the boundary.

It is unnecessary for me to enter into the geographical details, which, as your Excellency is aware, have made it difficult to come to a fixed conclusion as to the frontier in question; it is sufficient to point out that the knowledge acquired since the Report of the Joint Commissioners introduces a discrepancy between the text of the Agreement of 1893 and the maps then drawn up by the Commissioners to illustrate that Agreement.

I have, therefore, instructed Her Majesty's Representative in East Africa to endeavour once more to arrange some boundary with the Governor of German East Africa which shall present the minimum of inconvenience to either side, and accord as closely as possible to the actual geographical features of the district and the line of 1893.

It might facilitate matters if your Excellency would furnish me with a map showing the exact line which is claimed by the German Government in the light of our present knowledge of the district.

I have, &c.
(Signed) SALISBURY.

No. 184.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 80.)

Sir,

Foreign Office, March 11, 1899.

WITH reference to your despatch No. 112 of the 15th April, 1898, I transmit herewith, for your information, a copy of a Memorandum communicated by the German Embassy on the 23rd December, 1898, on the subject of the Jasin boundary,* together with a copy of a Memorandum from the Director of Military Intelligence to whom the German Memorandum was referred.†

The opinion of the Director, although not expressly stated in the Memorandum, is that if the case were referred to an Arbitrator, there would be every probability of its being given in favour of the German contention with regard to the position of the line forming the boundary from the head of the Ngobwe Creek to the point where the rising ground of Jasin is cut by the straight line from Ras Jimbo to Lake Jipe, but not with regard to the extension of the Ngobwe Creek north of the point marked in the Commissioners' maps.

In these circumstances, it is apparently useless to insist further on the contention which you have advanced, and it is desirable that you should endeavour to come to some further local arrangement which is likely to be accepted by the German Government, or that you should consider what steps can be taken to insure the minimum of inconvenience to the East Africa Protectorate if the contention of the German Government be accepted.

* See Part LV, No. 171.

† No. 149.

In the meantime I have addressed the note, of which a copy is inclosed, to the German Ambassador at this Court.*

I am, &c.
(Signed) SALISBURY.

No. 185.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 83.)
Sir, *Foreign Office, March* 11, 1899.

I HAVE to inform you that Parliament will be asked to grant 54,000*l.* in aid of the expenses of the East Africa Protectorate during the year 1898–99, in addition to the grant-in-aid voted last year. This sum is to meet the following expenses, mentioned in your despatch No. 380 of the 3rd December last:—

	£
Ogaden expedition	8,748
Witu: repayment to Zanzibar Government of cost of administration on behalf of Her Majesty's Government in 1893–95	15,596
Expenses of 4th Bombay Rifles	11,591
Tagaungu and Mwele expeditions	866
Telegrams	3,246
Kismayu Residency	474
Cattle plague	818
Famine relief	1,000
Legal expenses	382
Public works	2,840
Sultan's reception	100
Askaris at Ukamba	254
Belonzoni Canal (to complete)	190
Posts and Telegraphs: salary of Postmaster-General at Mombasa	75
Total addition reported by you	46,180

To which have to be added the following items:—

One-third share of cost of telegraph construction beyond railhead	3,533
Compensation to Somali Chiefs for losses	105
Mombasa godown (transferred from Estimate for 1899–1900)	1,500
Bombay Agent (share of expenses)	150
Purchase of Mr. Bennett Stanford's Maxim gun	350
Plague camp (portion of 2,000*l.*)	1,000
Expenses of recruiting Soudanese for East Africa Rifles, and passages ..	1,300
Total	54,118

I am, &c.
(Signed) SALISBURY.

No. 186.

Foreign Office to Mr. Berkeley.

(No. 40.)
Sir, *Foreign Office, March* 11, 1899.

I AM directed by the Marquess of Salisbury to inform you that Parliament will be asked to grant 197,167*l.* in aid of the expenses of the Uganda Protectorate during the year 1898–99, in addition to the grant-in-aid voted last year. This sum is to meet the following expenses:—

	£
Uganda Relief Expedition	110,275
Transport	17,471
	127,746

* No. 183.

The above amount is that reported by Sir A. Hardinge as required to meet expenditure at Mombasa outside that for which provision was made in the original Estimates.

To the above sum must be added :—

	£	£
Claims from India Office for expenses connected with the troops sent from India		25,474
Mules purchased through the Crown Agents		12,500
Donkey saddles purchased through the Crown Agents		2,500
Recruiting depôt at Mombasa—		
Building	600	
Salaries	700	
	——	1,300
Stores		6,000
Two-thirds share of the cost of telegraph construction beyond rail-head (cost 10,600*l.*)		7,067
House at Kampala		230
Superintendent of Marine		400
Bombay agent (share of expenses)		150
New steam-launch		12,000
New boiler, &c., for launch recaptured from mutineers		1,800
Total		197,167

I am, &c.
(Signed) FRANCIS BERTIE.

No. 187.

Sir C. Scott to the Marquess of Salisbury.—(*Received March* 13.)

(No. 2. Africa)

My Lord, *St. Petersburgh, March* 6, 1899.

WITH reference to my despatch No. 1, Africa, of the 31st January last, I have the honour to transmit herewith to your Lordship a copy of the reply returned by Count Lamsdorff to my communication with regard to the suggested imposition of light dues by the Government of Zanzibar.

Count Lamsdorff informs me in his note that the Russian Government does not see any objection to the above suggestion provided the dues levied on Russian ships are the same as, and not higher than, those levied on ships of other countries, and provided that all the Powers having Treaties with the Sultanate of Zanzibar consent to the proposed scheme.

I have, &c.
(Signed) CHARLES S. SCOTT.

Inclosure in No. 187.

Count Lamsdorff to Sir C. Scott.

Ministère des Affaires Étrangères, Saint-Pétersbourg, le 19 *Février* (3 *Mars*), 1899.

M. l'Ambassadeur,

PAR une note en date du 12 (24) Janvier, année courante, votre Excellence avait bien voulu exprimer le désir de savoir si le Gouvernement Impérial ne trouverait pas d'objections au projet du Gouvernement Britannique d'instituer une taxe sur la navigation à Zanzibar dans le but de pourvoir à un meilleur éclairage des côtes du Sultanat.

J'ai l'honneur de porter à la connaissance de votre Excellence que le Gouvernement Impérial ne trouve pas d'obstacles à l'établissement d'une semblable taxe sur les navires Russes à Zanzibar, à la condition qu'elle ne soit autre ni plus élevée que celle prélevée sur les navires des autres pays et que toutes les Puissances ayant des Traités avec le Sultanat y donnent leur consentement.

Veuillez, &c.
(Signed) Comte LAMSDORFF.

No. 188.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 13.)

(No. 18. Africa. Very Confidential.)

Berlin, March 10, 1899.

My Lord,

ON rising to take leave of me on the morning of the 6th instant, the Emperor said that in a few days' time he proposed to receive a countryman of mine, and on my inquiring who the person was, said that he was a very important personage.

I had no difficulty in understanding that His Majesty referred to Mr. Cecil Rhodes, and I expressed my satisfaction at His Majesty's having decided to receive him, as I was convinced that he would be greatly interested by conversing with so remarkable a man.

"Yes," said His Majesty, "and I am going to astonish him by giving him all he asks for—under certain conditions, of course."

I asked whether His Majesty would think me indiscreet in asking what the nature of these conditions might be, and His Majesty replied that they would probably be that the materials for the construction of that portion of the Great African Railway which should pass through German territory should be purchased in Germany, and that German subjects should be employed on that section of the line. His Majesty added that we must be prepared for a great outcry in the German press when it became known that he had not only granted an audience to Mr. Rhodes, but had actually agreed to his proposals. "But," said His Majesty, "I have faced the music before, and am prepared to do so again." His Majesty believed that the audience would take place on the 10th instant, and he begged that complete secrecy might be observed until the audience was announced.

M. de Bülow, upon whom I called on the 7th instant, told me that the date of the audience had not been definitively settled, as it was not then certain when Mr. Rhodes would arrive in Berlin. His Excellency expressed his great satisfaction at the Emperor's having consented to receive Mr. Rhodes. When the question was first mooted, he had strongly recommended His Majesty to do so, and had been warmly supported by Dr. Liebert, the Governor of German East Africa, who anticipated great advantage to our two countries from the interview. With regard to the conditions to which His Majesty had referred, M. de Bülow said that I should find Baron von Richthofen better informed than he was himself. M. de Bülow also thought that when Mr. Rhodes arrived I should address a letter to his Excellency, asking him to take the Emperor's orders as to an audience.

I subsequently called upon Baron von Richthofen, who told me that the Colonial party would certainly claim that the portion of the line which passed through German territory should be constructed by a German Company. It was doubtful, however, whether this would be feasible, but he believed that a demand would be made that German capital should participate in the construction of that portion of the line, that the material should be bought in Germany, and that German employés should be engaged.

Baron von Richthofen also considered that it would be more regular that the application for an audience for Mr. Rhodes should come from me, and I replied that I should have no hesitation in writing a letter to M. de Bülow if it should be considered more advisable that I should do so.

I have, &c.

(Signed) FRANK C. LASCELLES.

No. 189.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 13.)

(No. 19. Africa. Confidential.)

Berlin, March 10, 1899.

My Lord,

WITH reference to my preceding despatch of this day's date, I have the honour to report that Mr. Cecil Rhodes, who arrived at Berlin this morning, called upon me in the course of the day, and said that he had heard that the Ministry for Foreign Affairs considered that an application should be made by me for an audience for him of the Emperor.

I at once wrote a letter to M. de Bülow, asking permission to introduce Mr. Rhodes

to his Excellency, and stating that he would be glad to know whether His Majesty the Emperor would be disposed to receive him, and, if so, whether he would take His Majesty's orders on the subject.

Mr. Rhodes told me that he had come to Berlin, as he had been informed that the Emperor wished to see him with regard to the passage of the Great African Railway through the German possessions.

I replied that this surprised me, as I had been given to understand that the initiative came from him, but however this might be, I thought that an audience of the Emperor might be of great advantage to both countries, and that I had reason to believe that, subject to certain conditions which, as far as I was aware, did not appear to be inacceptable, he would find a disposition to meet his wishes.

Mr. Rhodes asked what these conditions were likely to be, and on my informing him of what the Emperor had mentioned to me in conversation, he observed that if they did not amount to more he would accept them at once.

The arrival of Mr. Rhodes has attracted a considerable amount of attention, and I have received visits from two newspaper correspondents to-day who were anxious for news on the snbject.

Baron von Richthofen, who, I gather, was the channel through whom the communications with Mr. Rhodes passed, told me yesterday that he did not anticipate any great amount of hostile criticism in the press, as steps had been taken to prepare public opinion for his arrival.

I have the honour to inclose a précis of two articles which appeared last night and to-night in the "National Zeitung," a paper which formerly was bitterly opposed to England in general and to Mr. Rhodes in particular, and the moderate tone of which may perhaps be due to the preparation to which Baron von Richthofen referred.

I have, &c.
(Signed) FRANK C. LASCELLES.

Inclosure in No. 189.

Précis of Articles in the "National Zeitung" of March 9 *and* 10, 1899.

THERE is active opposition in German Colonial circles towards the projected construction of an English railway through German East Africa, in connection with which Mr. Cecil Rhodes is already in communication with the Government, in the hopes of securing their approval. An English railway through German East Africa would be ridiculous, if measures were not taken to secure for Germany the superintendence of that part of the line which passes through German territory, as also the full observance of her sovereign rights.

The Government no doubt is keeping these motives in view, and will only sanction the English undertaking if specific guarantees are given, and only then in the event of it being found impracticable to carry out the proposed German scheme, namely, a line from Dar-es-Salaam to Ujiji on Lake Tanganyika, with two branch lines, one in the north from Tabora to Lake Victoria, and one in the south from Tabora to the junction with the English line.

Mr. Rhodes' agents have been in Berlin for some days preparing the ground for their Chief, and trying to win over small German capital (in name only) to their project . . . .

March 10 . . . . Mr. Rhodes has arrived in Berlin, and, as a member of the English Privy Council, will ask for an audience with the Emperor. His object is, if possible, to secure a passage through German territory for his railway from the Cape to Cairo. Many German papers consider this project as a danger for German Colonial interests in East Africa, but there is no apparent ground for this alarm either in the man or in the scheme. Mr. Cecil Rhodes, as originator of the Jameson raid, is not a popular person in Germany, but in our opinion the great African organizer is a man whose proposals should be carefully examined, but not looked upon as in the highest degree dangerous, simply because they have emanated from him.

He can either conduct his railway through the territory of the Congo State or through German East Africa; if he selects the latter course his proposals must be carefully considered, with a view to deciding whether the advantages to be derived therefrom by Germany outweigh the disadvantages or not. It is clear that the line must be looked upon as a private concern under German supervision, as far as concerus

that part of it which traverses German territory, but it must be further seen whether it would constitute a diversion of commerce to the British possessions injurious to the interests of the German railways which it is proposed to construct in those parts, viz., the line from the coast to Tabora, the object of which is to connect the Central African territory with the sea.

At first sight, it would seem as if the above project had nothing in common with the line running from south to north, but the results derived from railways working in connection with other lines are sometimes totally at variance with what might be expected from the geographical situation. What Mr. Cecil Rhodes has to propose must be most carefully weighed, more especially in consideration of the effect his plans may have on the future expansion of German Colonial enterprise; but it appears to us to denote a great want of confidence in self and in Germany's power to protect her own interests to be terrified at the very name of Rhodes, and to refuse his proposals without having studied them.

No. 190.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 13.)

(No. 2. Africa.)
(Telegraphic.) P. *Berlin, March* 13, 1899.

THE Emperor received Mr. Rhodes on Saturday afternoon. I met His Majesty at dinner the same evening and he declared himself to have been completely satisfied with the interview.

I called upon Mr. Rhodes yesterday who also expressed his satisfaction. As concerns the telegraph, matters have been arranged, only that the Director of the Berlin Telegraph Department demands that a clause should be inserted dealing with the German claim respecting the Valentia line, no answer to which has up to now been received by the Imperial Government.

The details of the railway arrangement have not been settled as yet. The German conditions which, I am informed by the Emperor, Mr. Rhodes himself suggested, he is willing to accept, whilst it would appear that his own proposals have been agreed to in principle by Germany.

No. 191.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 13.)

(No. 3. Africa.)
(Telegraphic.) P. *Berlin, March* 13, 1899.

MR. RHODES hopes that your Lordship will see your way to consenting to German request for a renewal of the cable rights of the Emden-Valentia line, as settlement he has arrived at with Imperial Government according him right to construct a telegraph line through German possessions in East Africa is subject to such consent.

The above is sent at Mr. Rhodes' request.

No. 192.

Colonial Office to Foreign Office.—(*Received March* 14.)

(Confidential.)
Sir, *Downing Street, March* 13, 1899.

I AM directed by Mr. Secretary Chamberlain to acknowledge the receipt of your letter of the 1st instant, transmitting a sketch of the bases to be submitted to the German Government for the deliberations of the International Conference

proposed to be held to deal with the question of game preservation in Africa; and I am to state that Mr. Chamberlain concurs in the bases in question with certain additions suggested in red ink,* and subject to the following remarks respecting Article I (8) and Article II:—

The additions explain themselves, and with regard to the addition of "animals" to Article I (5), I am to observe that, as is explained in the letter from this Department of the 15th August, 1896, the fixing of a close time has been the expedient usually adopted in South Africa for preserving certain species of animals.

2. With regard to Article II, I am to point out that Her Majesty's Government are not in a position to promise that legislation in accordance with the conclusions of the Conference will be introduced into the Parliaments of the self-governing Colonies of the Cape of Good Hope and Natal, and that the Article would in any case require modification so far as these Colonies are concerned. It will also be noticed from the letter from this Department of the 29th June, 1898, that the Acting Administrator of Southern Rhodesia, while expressing the willingness of the Administration to join in the Conference, understood that it would not be bound by the Resolutions which may be proposed at the Conference.

Mr. Chamberlain is not aware whether Lord Salisbury contemplates that the South African Republic and the Orange Free State will be represented at the Conference, but he assumes that his Lordship will agree with him that it would be undesirable to invite them to send Representatives, especially as their participation would probably be without any practical advantage, seeing that it is extremely doubtful whether either of these States would adopt legislation in accordance with the conclusions of the Conference.

3. Mr. Chamberlain is inclined to propose that the scope of the Conference should be confined to possessions and Protectorates in Tropical Africa, which might be defined as Africa lying to the north of the Zambezi and of German South-West Africa, and south of the 20th degree of north latitude.

This limitation would obviate the difficulties in connection with the Orange Free State and the South African Republic, as well as those arising from the fact that it is impossible to pledge the Legislatures of the Cape and Natal or of Southern Rhodesia to the adoption of the conclusions of the Conference. As regards the latter, the existing legislation of all the British territories south of the Zambezi on the subject of game preservation seems, as a matter of fact, to be sufficient, and open to no special objection.

4. Lastly, with regard to Article I (8), I am to observe that the mention of the provisions of the Brussels Act relating to fire-arms and ammunition appears to Mr. Chamberlain to be not altogether free from objection. Lord Salisbury will remember that great practical difficulty has been found in strictly conforming to the letter of that Act, and, although it was agreed by his Lordship in the letter from the Foreign Office of the 18th February, 1892, that the legislation of the Bechuanaland Protectorate and of the British South Africa Company fulfilled the requirements of the Act, and afterwards by Lord Rosebery in the letter of the 28th January, 1894, that the modification of this legislation contained in the High Commissioner's Proclamation of the 15th November, 1893, should be assented to, it is possible that the specific restatement of these provisions in a new context may give rise to criticism of the legislation referred to.

Upon the whole, therefore, Mr. Chamberlain would prefer that this basis should be omitted. If it is intended by the insertion of this basis to stimulate any Power which may have hitherto failed to carry out effectively its international obligations, Mr. Chamberlain fears that the mere reiteration of these obligations is not likely to lead to improvement, and cannot be expected to have any real effect.

I am, &c.
(Signed) H. BERTRAM COX.

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* In *italics*.

Inclosure in No. 192.

International Conference for Preservation of Wild Animals, Birds, and Fishes, in the African Continent and adjacent islands.

(*a.*) NAMES of Powers having possessions or Protectorates;

(*b.*) Statement of intentions modelled on Brussels Act, viz.:—

"The Powers, &c., being equally animated by the firm intention of protecting wild animals, birds, and fishes in the continent of Africa and adjacent islands from indiscriminate slaughter, and the extinction which has already overtaken many interesting species, and desiring especially to preserve for the uses of civilization elephants and other beasts capable of domestication, have resolved, on the invitation, &c., to assemble in Conference with a view of drawing up bases for common legislation on the subject in their respective African possessions and Protectorates."

(*c.*) Sketch of Articles to be incorporated in Final Act, viz.:—

"Article I. The Powers delare that the most effective method of obtaining the objects in view is legislation founded on the following bases:—

"(1.) The prohibition of the killing of wild animals under 1 year old and females with their young, except noxious animals and beasts of prey as enumerated in Annex (I).

"(2.) The creation of reserves within which it shall be unlawful to hunt, capture, or kill any wild animal or bird not mentioned in Annex (I).

Accept.

"(3.) The prohibition of wholesale trade in the hides, horns, *and tusks* of wild animals *and skins and plumage of birds*.

"(4.) The prohibition of the use of dynamite or other explosive and poison in streams, lakes, or ponds for the purpose of taking fish.

Accept.

"(4 *a.*) *The complete protection of certain rare or useful animals and birds.*

Accept.

"(5.) A close season for certain kinds of birds *and animals.*

"(6.) The prohibition of the export of elephants' tusks of less than 10 lbs. weight.

"(7.) The introduction of a system of licences to individual non-natives desiring to kill, hunt, or capture wild animals, birds, or fishes, and of tribal or other licences to natives.

(8.) The enforcement within the zone to which the Act applies of a strict

"(8.) The rigorous enforcement *within the zone to which the Brussels Act applies* of

supervision over the rule of fire-arms and ammunition.

Art. II. The Powers undertake to adopt or propose to their respective Legislatures within the zone measures necessary to carry out the intentions of the present Act.

the provisions of Articles VIII to XIII of the Brussels Act which relate to fire-arms and ammunition.

"Art. II. The Powers agree to introduce into their respective possessions and Protectorates where it does not already exist, within six months from the signature of the Final Act, legislation founded on the foregoing bases.

"Art. III. The Powers agree to communicate to each other, as soon as possible after issue, copies of all legislative enactments issued in pursuance of this Act, and to make the same public."

No. 193.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 15.)

(No. 4. Africa.)
(Telegraphic.) P.

Berlin, March 15, 1899.

THE Arrangement relative to the passage of the telegraph through East Africa has been signed by Mr. Rhodes, Baron von Richthofen, the Director of the Colonial Department of the Foreign Office, and the Director of the Department of Telegraphs; it is conditional to the Chancellor's approval.

This approval, Mr. Rhodes takes it to mean, is dependent upon the renewal of the Concession granting rights to the cable from Emden to Valentia. Rather than give the Bahr-el-Ghazal Province to the King of the Belgians, it would be preferable, Mr. Rhodes suggests, to grant the Germans the tail-end of a cable, in order to protect them from the blackmailing of American Companies.

No. 194.

Mr. Berkeley to the Marquess of Salisbury.—(*Received March* 18, 1899.)

(No. 179.)
My Lord,

Port Alice, December 17, 1898.

IN continuation of my telegram No. 21 of yesterday's date, and of my despatch No. 165 of the 29th November, reporting the situation up to that date in regard to the pursuit of the mutineers and their allies, I have the honour to transmit herewith copy of a Memorandum addressed to me by the Officer Commanding troops, inclosing Lieutenant-Colonel Coles' report on the circumstances attending the death of the ringleader Billal, killed in a skirmish on the 6th December.

The reward referred to is the one that I had the honour to report as having been "proclaimed" in my despatch No. 114 of the 22nd August, but to which I have not yet received a reply from your Lordship.

In the present case, not only was Billal killed, but the coolness and courage of Yuzbashi Rehan Effendi and Lance Naik Bairam Khan undoubtedly saved the life of Lieutenant Price, 27th Baluchis. I trust, therefore, that your Lordship will approve of the reward being divided between them as proposed.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

No. 193*.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 16.)

(No. 29.)
(Telegraphic.) P.

Mombasa, March 16, 1899.

HER Majesty's Commissioner in Uganda telegraphs to your Lordship the following message:—

"No. 1, 1st March. The telegram from your Lordship, which repeated Lord Cromer's news repecting the garrison of Dervishes at Bor, has been received by me here, and, simultaneously with it, I received despatches from Major Martyr, who was there on the 13th January, reporting that he had on the 26th April proceeded to that place in our steam-boat and found it evacuated.

"The Congo Commandant at Kero, their furthest outpost (latitude 5° 30′ north), evidently considering himself limited by the 6th degree north latitude, had just previously, on hearing movements of Dervishes near Bor, asked Major Martyr, who was then at Bedden, for 'permission to reconnoitre.' He further placed some guns and river craft at Martyr's disposal, together with 1,000 men, for a joint attack against Bor. A friendly reply was at once sent by the latter, who, having the steam-boat ready, proceeded to Kero, where he decided, after a consultation with Commandant Henry, to make a preliminary reconnaissance in the launch, with only a few men, with the results as above reported.

"According to information available from native sources, the Dervishes, upon hearing that the English were at Bedden and the Congo forces had advanced to Kero, decided to evacuate their position, which was some 8 miles south of Bor, on the right bank of the Nile. They crossed, and, after going up to Bor, and then hauling for 'some considerable distance up a side river,' their steamer, which was loaded with baggage, journeyed westwards through the Mandani Hills, raiding the natives as they went. They are believed by Major Martyr to be on their way to Rombek and Darfur.

"I have now received an application for fresh instructions from Martyr.

"He evidently considers, from such a knowledge as he possesses, that there is no advantage in establishing ourselves in vain further north than such a point as shall be within navigable reach of Fashoda when the Sudd question is disposed of. The natives appear to be friendly.

"Having returned to Bedden, he was establishing a post on the right bank, opposite it. This is the furthest point south to which direct navigation from Khartoum can extend. The Sudd obstruction, which he now seems to think is not being attacked from the north, and which we have no means of dealing with from this end, is stated to commence from this side near Shamleh. To put a post there or at Bor, he says, would be fatal to Europe [*sic*]. A fairly strong garrison would be required, and their supply difficult. The surrounding country is 'absolute desolation.' If the above be approved, he would then use the launch for supply purposes between Dufile and Unyoro.

"I may mention, with regard to what has appeared in the print, that Major Martyr left Uganda with six companies of Soudanese. A misunderstanding which arose later on as to their disposal was adjusted as follows: Two companies for the Nile district (Wadelai, Dufile, and Fatiko), two to take up Unyoro garrisons, and two for Major Martyr's special mission, which we call Nile reconnaissance.

"Should we hold, as proposed, only the coast opposite Bedden, one company would in that case fall back south.

"I am embarrassed to offer an opinion as to plans, not knowing what is being or can be done from the north, and would beg your Lordship's guidance at this juncture."

[post]

Inclosure 1 in No. 194.

Colonel Ternan to Mr. Berkeley.

Sir, *Kampala, December* 16, 1898.

I SEND you herewith Lieutenant-Colonel Coles' report on the circumstances attending the death of the mutineer ringleader, Billal Amin, formerly Yuzbashi of No. 9 Company.

As regards the reward of 2,000 rupees, I recommend that it be divided as suggested by Lieutenant-Colonel Coles: half the reward to Yuzbashi Rehan Effendi, No. 10 Company, and half to Lieutenant Naik Bairam Khan, 27th Bombay Light Infantry.

I propose later to bring to your notice the names of the officers and others whose services have been conspicuous during the present operations, but not until the operations are over.

I have, &c.
(Signed) TREVOR TERNAN, *Colonel,*
Commanding Troops.

Inclosure 2 in No. 194.

Lieutenant-Colonel Coles to Colonel Ternan.

Camp, south of the Kadike River, about 6 *miles west of the Balli Bona Chuma River, December* 5, 1898.

BILLAL AMIN was killed this morning at the east end of the ford over the River Balli Bona Chuma, near the junction with the Kafu, by a reconnoitring party of No. 2 Column under Lieutenant Price, 27th Bombay Light Infantry, and Yuzbashi Rehan Effendi, No. 10 Company Uganda Rifles, were sent out to reconnoitre. Advancing through dense jungle, they found the enemy not far from camp. A man who was afterwards recognized as Billal Amin was in the act of firing at Lieutenant Price when he was shot down. Two shots were fired at him at the same time, *i.e.*, by Yuzbashi Rehan and Lance Bairam Khan, 27th Baluchis. The body was identified by Yuz. Rehan Effendi and by men of No. 10 Company. It was afterwards brought into camp and identified by men of the depôt Port Alice and by Soudanese women. He was carrying a ·303 Magazine rifle and 123 rounds in two bandoleers, besides a revolver and ammunition. Lieutenant Price led the attack on the mutineers in the most determined and plucky manner through dense jungle, where it was impossible to see more than a few yards in front.

I am unable to say who fired the shot which killed Billal, and recommend that the reward of 2,000 rupees be divided between Yuz. Rehan Effendi and Lance Naik Bairam Khan.

No. 10 Company, under Captain Meldon, has been detached from No. 2 Column, and proceeds to Kijanbati to establish a post there, and to watch the crossings. The rest of the column proceeds to Hoima to obtain rations.

I have, &c.
(Signed) A. H. COLES, *Lieutenant-Colonel,*
Commanding Flying Column.

No. 195.

Mr. Berkeley to the Marquess of Salisbury.—(*Received March* 18.)

(No. 188.)
My Lord, *Port Alice, December* 22, 1898.

IN connection with the recent establishment of stations at Wadelai and Dufile, and the development of friendly relations with the Shuli tribe who occupy the territory within the bend of the Nile north of Unyoro, I have the honour to transmit herewith, for the approval of your Lordship, a Treaty recently concluded at Lamogi, in

the Shuli country, by Lieutenant Malcolm, Uganda Rifles, with certain local Chiefs of the Shuli and Madi tribes.

Lamogi is the name of a small station not far distant from Fatiko, and has been established for the purpose of keeping up direct communication between Dufile and Foweira in Unyoro. The Treaty is in the prescribed form, of which, however, we have no more printed copies.

I have, &c.
(Signed) ERNEST J. L. BERKELEY.

Inclosure in No. 195.

Treaty with Chiefs of Shuli and Madi Tribes, signed at Lamogi, September 28, 1898.

TREATY made at Lamogi, in Shuli country, this 20th day of September, 1898, between Lieutenant Neill Malcolm, Uganda Rifles, for and on behalf of Her Majesty the Queen of Great Britain and Ireland, Empress of India, &c., her heirs and successors, and the undersigned Shuli and Madi Chiefs, for heirs and successors on the other part.

Alagoyn (Shuli), Wirwira (Madi), and Wirjogo (Madi), the undersigned Chiefs, do, in the presence of Headmen and people assembled at this place, hereby promise—

1. That there shall be peace between the subjects of the Queen of England and our subjects.

2. That British subjects shall have free access to all parts of Shuli and Madi country under our control, and shall have the right to build houses and possess property according to the laws in force in this country; that they shall have full liberty to carry on such trade or manufacture as may be approved of by Her Majesty; and should any difference arise between the aforesaid British subjects and us, the said Shuli and Madi Chiefs, as to the duties or customs to be paid to us, the said Chiefs or the Headmen of the towns in Shuli and Madi country, by such British subjects, or as to any other matter, that the dispute shall be referred to a duly authorized Representative of Her Majesty, whose decision in the matter shall be binding and final; and that we Alagoyn (Shuli), Wirwira (Madi), and Wirjogo (Madi), will not extend the rights thus guaranteed to British subjects to any other persons without the knowledge and consent of such Representative.

3. That we the said Shuli and Madi Chiefs will at no time cede any of our territory to any other Power, or enter into any agreement, Treaty, or arrangement with any foreign Government except through and with the consent of the Government of Her Majesty the Queen of England, &c.

Done at Lamogi, this 20th day of September, 1898.

Signed in the presence of Headmen and people.

(Signed) NEILL MALCOLM, *Lieutenant, Uganda Rifles.*
ALAGOYN, his × mark.
WIRWIRA, ditto.
WIRJOGO, ditto.

WE, the Undersigned, do swear that we have truly and honestly interpreted the terms of the foregoing Agreement to the Contracting Parties in the Shuli and Madi languages.

(Signed) MILAKWANG, his × mark.
SURUR EF. YAHANI, ditto.

Witness to signatures:
(Signed) NEILL MALCOLM, *Lieutenant, Uganda Rifles.*

No. 196.

Commissioner Berkeley to the Marquess of Salisbury.—(*Received March* 18.)

(No. 3.)

Port Alice, January 8, 1899.

My Lord,

I HAVE the honour to forward herewith, under flying seal, a despatch which I have received from Colonel Ternan, D.S.O., commanding the troops in this Protectorate, reporting, for the information of the Secretary of State for War, upon recent movements of troops in the field.

I have, &c.

(Signed) ERNEST J. L. BERKELEY.

Inclosure 1 in No. 196.

Colonel Ternan to the Marquess of Lansdowne.

Military Head-quarters, Kampala, Uganda,
December 27, 1898.

My Lord,

I HAVE the honour to forward herewith a continuation of the diary, showing the military movements in counection with the mutineers since my last Report, dated the 27th November, 1898.

The remains of the mutineers are now in a very disorganized condition; the greater part have very little ammunition, and it is hoped that the whole of them (excepting ringleaders) will shortly surrender.

There being very great difficulty in feeding a force in the field, the local food supply of that part of the country being exhausted, and the condition of the mutineers being as above reported, I have thought it advisable to recall the greater part of the flying column under Lieutenant-Colonel A. H. Coles, D.S.O., as being no longer necessary, the British officers and the troops returning to their own districts, where they are required.

Major C. H. U. Price, reinforced by one company of the 27th Bombay Light Infantry, will have ample means at his disposal to deal with the mutineers.

The question of maintaining the posts established by Lieutenant-Colonel C. Martyr, D.S.O., to the north of Unyoro is at present the source of some difficulty. The fact that the troops are paid in bulky trade goods instead of money adds greatly to this difficulty; but this, of course, cannot be avoided, money being useless to them at stations north of Kampala.

The Shuli are reported as being unwilling to carry loads, and cannot be relied on to assist in transport matters.

Pending the arrival of one or more steam-launches for work on the Lake Albert–Dufile reach, it will be necessary to carry on the transport work by means of canoes.

The present number being inadequate, arrangements are being made to put more canoes on Lake Albert. Paddlers are being engaged, and steps are being taken to organize a water transport service, under the superintendence of a European officer, b tween Kibero and Dufile.

This arrangement, though very imperfect, will, I hope, meet the case until steamers arrive.

The first detachment of the Indian contingent (1st Battalion Uganda Rifles) is expected to arrive at Kampala about the 15th January. Arrangements are being made to carry out the move of the 27th Bombay Light Infantry to the coast as soon as possible after the arrival of the first-named corps.

The greater part of the transport of the 27th Bombay Light Infantry will consist of (about 2,000) porters hired in Usoga, and Her Majesty's Commissioner has been good enough to detail Mr. Grant, the civil official in charge of Usoga, to take charge of the transport arrangements *en route* to the coast. Mr. Grant is a most able official, and has great experience of native transport, so that it is anticipated that the transport arrangements will be satisfactorily carried out. Your Lordship will be aware that, owing to the foodless nature of the country between Kavirondo and Kikuyu, somewhat

complicated arrangements have to be made to furnish the necessary supplies *en route* for a caravan of this size.

I have, &c.
(Signed) TREVOR TERNAN, *Colonel*,
Commanding Troops, Uganda Protectorate.

Inclosure 2 in No. 196.

SUMMARY.

Sequence of Events.

November 25.—Lieutenant-Colonel A. H. Coles, D.S.O., and Captain F. J. Fowler, D.S.O., combined and drove enemy out of Kitanguti but with small loss; enemy retreated west, Captain Fowler following in pursuit, Lieutenant-Colonel Coles moving north-west.

November 26.—Enemy continue to retreat towards Bugoma Forest.

November 27.—Enemy divides into two parties which separate—

(*a.*) Under Bilal Amin.

(*b.*) Under Rehan and Jardin.

Captain Fowler pursued (*a*) party in south-east direction and captured a mutineer Sergeant of No. 7 Company.

Lieutenant-Colonel Coles joined Captain Fowler, released captured mutineer and sent him to try and persuade his comrades to surrender with their arms.

November 28.—Captain Fowler continuing pursuit of (*a*) party arrives at south bank of Kafu and finds enemy have crossed into North Unyoro.

Lieutenant-Colonel Coles pursues (*b*) party in southernly direction.

November 29.—Another mutineer surrendered with his arms to Captain Fowler.

November 30.—Lieutenant-Colonel Coles hearing that the party (*b*) which he was pursuing comprised but a small number of mutineers, abandoned the pursuit and proceeded in direction of Baranwe to get into touch with Captain Fowler.

December 1.—Four mutineers surrendered with arms to Captain Fowler at Kikondi.

December 3.—Major C. H. U. Price with thirty-five men 27th Bombay Light Infantry, left Masindi to operate against Ireyta in the Budonga Forest.

Twenty-six mutineers with arms have surrendered to Captain Fowler up to date.

December 4.—Colonel Coles arrived at Baranwe.

December 5.—Captain J. Ponsonby with a detachment of No. 13 Company Uganda Rifles, joined Major Price at Kitoba.

December 6.—Bilal Amin, the mutineers' ringleader, was killed (near Kadike) by a patrol under Lieutenant C. U. Price, 27th Bombay Light Infantry, sent out by Lieutenant-Colonel Coles. The patrol moving through dense jungle suddenly came upon a small party of mutineers, one of whom when in the act of firing at Lieutenant C. U. Price was shot down by a native officer of No. 10 Company, and a Lance Corporal of the 27th Bombay Light Infantry; this man was identified as Bilal Amin.

Major Price attacked Ireyta in Budonga Forest. Enemy, said to number 400 guns, occupied strong and concealed position on rising ground with impenetrable forest behind. After short but sharp encounter enemy dispersed in forest.

Our casualties: killed, 1 Wanyoro levy; wounded, 2 privates Uganda Rifles, severely, and 8 Wanyoro levies.

Enemy's casualties: killed, 8; prisoners captured, 4.

December 7.—Major Price pursuing enemy in direction of Bisu overtook a party of them and inflicted a loss of 7 killed and 2 prisoners captured.

December 11.—Lieutenant-Colonel Coles reports that he is dividing the two columns under his command into five small columns, and with them sweeping the country eastward from Kijanguti to the Maanja River, making his head-quarters at Fort Lugard.

December 12.—A small number of mutineers and rebels reported as being in north of Bulamwezi, met and defeated by force of friendly Waganda.

Friendly Waganda losses, 2 minor Chiefs killed.

Enemy's losses: 1 mutineer killed. Captain Diver with a company Uganda Rifles came on to a party of the enemy under Rehan and Jardin on left bank of River

Kahagi and dispersed them; 1 mutineer killed and 4 mutineers surrendered with their arms.

December 13.—A party of the enemy reported as moving towards Bukoba Forest in Chagwe; 200 Waganda guns dispatched from head-quarters to cut them off.

December 14.—Major Price in close proximity to and in communication with, Captain Diver near Kisagala, intended to combine with him to operate against a party of the mutineers, who are reported to be near Marongo.

December 15.—Captain Diver came upon a small party of mutineers near Simba, who immediately dispersed. Captain Hicks with a patrol of Uganda Rifles dispatched in pursuit came upon enemy late in the evening who were halting for the night in huts of a Wanyoro village, attacked and dispersed them, killing a mutineer and capturing a Lendu follower and a quantity of baggage of the mutineers that they left behind in their flight. Owing to the darkness, he was unable to pursue. Rehan was with this party and narrowly escaped capture. Two mutineers with arms, &c., surrendered to Captain Diver.

December 16.—Captain Fowler, from south-east of Kijagora, reports that mutineers have crossed the Kafu into Unyoro.

December 17.—Lieutenant-Colonel Coles arrived at Kinakulia. Captain Meldon with No. 10 Company Uganda Rifles returned to Toru.

December 19.—Officer Commanding Unyoro reports from Masindi that the remnants of both (*a*) and (*b*) parties of the mutineers are scattered in small parties between the Hoima–Masindi road and the Kafu River.

December 21.—Captain Fowler arrived at Kinakulia.

December 22.—Lieutenant-Colonel Coles, with head-quarters flying column, left Kinakulia for Kampala.

December 23.—Captain Fowler, with 62 Rifles 27th Bombay Light Infantry, left Kinakulia to reinforce Major Price in Unyoro.

Captain Tighe, with remainder of flying column, left Kinakulia for Kampala.

(Signed) TREVOR TERNAN, *Colonel*,
Commanding Troops, Uganda Protectorate.

No. 197.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 38.)

My Lord, *Mombasa, February* 1, 1899.

I HAVE the honour to report that, Her Majesty's Sub-Commissioner in Ukamba having asked that additional judicial powers over British subjects should, in view of the advance of the railway and of the consequent influx of large numbers of coolies and other natives of India, be conferred upon the Collectors in his province, I have, in accordance with your Lordship's order of the 1st May, 1898, providing for the exercise by Her Majesty's Commissioner in East Africa of the powers of the Governor-General of India in Council, and of a Governor or Lieutenant-Governor in Council or otherwise, conferred the powers of a 3rd Class Magistrate under the Indian Act V of 1898 upon the Collectors of the Kenia and Ulu districts and the Administrative Officer appointed by me, with your approval, to accompany the survey and other parties from railhead.

I have not thought it necessary to confer these powers on the Collectors of the Teita or Kitui districts or on the Political Agent in Masailand or on the Assistant Collectors at Kibwezi and Taveta.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

No. 198.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 40.)

My Lord, *Mombasa, February* 1, 1899.

I HAVE the honour to report with reference to my despatch No. 22 and to previous correspondence, that the coolies from the steam-ship "Bhundara" were landed on the

16th ultimo at a site selected by me on the north-east of the island of Manda Island, where they underwent a twelve-days' quarantine.

The only serious difficulty experienced was in connection with the supply of water, the few wells in Manda being very dry in consequence of failure of the rains from two rainy seasons running. This was overcome by my arranging with a local Indian trader for the regular supply to the camp of 3,000 gallons of water per diem from Lamu Island, whilst another 1,000, roughly, was condensed per diem by the Protectorate steam-ship "Juba," which remained for this purpose in Manda Bay during the entire period of the quarantine. It took us about two days to get a rough camp ready, clearing bush, landing provisions, &c., and pitching tents. Some inevitable delay was occasioned by the fact that the sacred month of Ramadan had begun.

On the whole, however, the work of preparing the camp was expeditiously performed, valuable assistance being rendered by Dr. Mackeson, Provincial Medical Officer, and by Dr. Hassler, a local German practitioner.

I have the honour to inclose a full Report by Dr. Mackeson on the state of health and general history of the quarantine camp during the time that it was in use. Dr. Macdonald has recommended its being kept open, and the two sick persons convalescing from plague being kept there till entire recovery, pending such further directions as your Lordship may give with respect to a permanent station.

For this purpose it is, I think, open to question whether the small island of Manda Mtoto, which lies just east of Manda Island, would not be more suitable and more easily guarded than the latter. The water and food supply would not present any additional difficulty, but the island is overgrown with denser bush than exists in the north-east of Manda. I am asking Dr. Mackeson for a report on the respective merits of both sites.

I have the honour to transmit at the same time a copy of a despatch from Her Majesty's Sub-Commissioner here, respecting the precautions taken before the "Bhundara" received pratique on her return from Manda. She has now, I learn, left for Colombo, after discharging at Zanzibar the cargo which she brought for that port.

The steam-ship "Juba" brought down here 650 of the "Bhundara" coolies from Lamu on the 31st ultimo and has now returned to fetch the remainder.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 198.

Dr. Mackeson to the Principal Medical Officer, Mombasa.

Sir, *January* 29, 1899.

I BEG to append my first Report on the quarantine camp in my charge.

I will send a copy of official diary, reports on water supply and wells, provisions, behaviour of police and of coolies, by the "Juba" on her next voyage.

According to your orders, a strict quarantine has been observed, and no one has been allowed to land near the camp or hold communication except from boats.

The general health of the coolies has improved, as the following Table will show:—

ATTENDANCE at Hospital Dispensary.

Tuesday, 17th	86	Fever, dysentery, bronchitis, ulcers (one acute pleurisy), indigestion.
Wednesday, 18th	75	Ditto.
Thursday, 19th	62	Ditto.
Friday, 20th	60	Ditto.
Saturday, 21st	55	Ditto.
Sunday, 22nd	50	Ditto.
Monday, 23rd	48	Ditto.
Tuesday, 24th	37	Ditto.
Wednesday, 25th	30	Ditto (including three cases of poisoning from eating fish, two deaths).
Thursday, 26th	26	Fever, dysentery, bronchitis, ulcers (one acute pleurisy), indigestion.
Friday, 27th	23	Ditto.
Saturday, 28th	24	Ditto.

Most of these cases were slight, and indigestion, caused no doubt by want of exercise and over-feeding on board ship, formed the great feature.

The two coolies who were removed from the steam-ship "Bundhara," as the two last cases of plague, are now well. One is quite strong and able to work, the other needs a little more rest and a generous diet.

The cases of poisoning occurred on the 25th, and a full report of treatment and *post-mortem* is attached to this Report.

The case of pleurisy, which was in a critical condition on the 18th and 19th, has now recovered.

Hindus—		
Men	119	
Woman	1	
	—	120
Mahommedans—		
Men	854	
Woman	1	
	—	855
Sweepers	..	52
		1,027
Two have died here of blood poisoning	..	2
Total	..	1,025

On Friday last and yesterday I spent my time in personally examining all the baggage belonging to the first batch of coolies who sail to-day.

All woollen and cloth goods, blankets, coats, waistcoats, socks, stockings, cashmere, pipes, &c., have been burnt.

I have also had burnt all clothing worn by the coolies on the voyage.

I have subjected all linen and cotton goods which were new to a six hours' soaking in corrosive sublimate and Jeyes' fluid solution in pails.

The owners have then been allowed to partially dry them in the sun, and pack them either in a new piece of cotton cloth or in a tin box (previously washed out with disinfectant solution).

I send herewith an estimate of the value of the clothing, &c., destroyed,* and each coolie has a paper, personally signed by me, showing the number and value of his goods which have been burnt, and the number of articles he has been allowed to have disinfected and retain.

I am afraid the value of the goods destroyed is large, but your orders were strict on this point, and I have carried them out in detail, using my discretion only in the case of new articles and cotton goods which, from past experience in cholera and small-pox isolation, I knew could be safely disinfected in the manner above mentioned.

In accordance with your instructions, I have promised the coolies remuneration at Mombasa for the blankets and clothes I have destroyed, and each coolie's ticket bears a number and the name of his Jemadar corresponding to the list I send herewith.

I have no cases in any way showing symptoms of plague.

I have under treatment several cases of malaria (in a mild form), dysentery (more or less severe), jaundice, and gastritis. These cases number about twenty.

Should you desire me to keep these men here, and use the camp as a hospital for them for a fortnight, in order that they may be fit for work directly they reach Kilindini, I should be glad if you would send me a telegram immediately on the receipt of this letter.

I shall, otherwise, send off the rest of the coolies in charge of your hospital assistant on the return of the "Juba."

Hearing from Captain Wilson, of the steam-ship "Juba," this morning, that he may have to stop at Melindi, and so prolong the voyage, I have thought it unwise for so large a body of men to go without someone competent to render medical assistance if wanted. I have therefore instructed Sheikh Ali Shebiash to accompany the coolies, and to take your Stanley chest, but only to use it if necessary. I hope this will meet with your approval.

I have told him to return by the "Juba" and take the next batch down, unless you give orders to the contrary.

* Not inclosed.

I may mention that his services have been invaluable, and he has worked untiringly. His experience of camp work has also been very useful.

I am, &c.
(Signed) GUY MACKESON.

Inclosure 2 in No. 198.

Sub-Commissioner Craufurd to Sir A. Hardinge.

(No. 7.)

Sir, *Mombasa, February* 1, 1899.

I HAVE the honour to transmit herewith copy of the correspondence and bill of health relating to the steam-ship "Bhundara."

The "instructions," (inclosures 4 and 5) were drawn up by Dr. Mackinnon and myself and were based upon the Venice Rules, and the recommendations of Sir Richard Thorne, as communicated from the Foreign Office.

On receiving Dr. Mackinnon's certificate (No. 13 A) I granted the ship pratique, but I had the cargo discharged under examination by Customs officials, all doubtful articles being set aside.

When the last articles, not passed as clean cargo by the Customs officials and the ship's officers, had been destroyed by fire on board, the medical officer to this port issued a bill of health stating that the precautions taken with passengers and cargo under the advice of the Board of Trade he considered had removed all contagion. Upon perusal of this, I gave the ship permission to proceed to Zanzibar.

I have, &c.
(Signed) C. H. CRAUFURD.

Inclosure 3 in No. 198.

Consul Craufurd to British India Steam Navigation Company.

Gentlemen, *Mombasa, January* 21, 1899.

I HAVE the honour to transmit herewith instructions drawn up by the Acting Principal Medical Officer which are to be strictly carried out by the staff of the steam-ship "Bhundara."

On receipt of the certificates required under sections 5, 6, and 7, detailed therein, I will issue instructions for the landing of passengers and the discharging of the cargo under the provisions of sections 8 and 9 direct to the shore.

I have, &c.
(Signed) C. H. CRAUFURD.

Inclosure 4 in No. 198.

Instructions for Disinfection of Steam-ship "Bhundara," and Precautions to be observed in regard to discharge of Cargo.

1. If the ship has not already been disinfected the decks, walls, partitions, furniture, &c., must be washed down with a solution of perchloride of mercury (corrosive sublimate) of the strength one part in one thousand of water; all bilge water is to be pumped out and the bilges flushed with the same solution.

2. The soiled ship's linen, and that of the crew and of the passengers, as well as any that has been unpacked and exposed since the sailing of the ship from Bombay, is to be soaked in the above solution for twenty-four hours.

3. All bedding which has been used for plague patients is to be destroyed by burning.

4. Every effort is to be made to destroy by poisoning or other means all rats and mice on board the ship before any cargo is discharged. The bodies disposed of by burning and not by throwing overboard.

5. The ship's medical officer to report whether he has observed the rats on board to have been affected with plague.

6. Medical officer, after disinfection of the ship, to examine the passengers and

crew, and report as to whether there are any persons showing symptoms suspicious of plague.

7. A certificate signed by the Commander and medical officer of the ship, stating that the above orders have been complied with, is required before communication with the shore is permitted.

8. On receipt of the above certificate and the medical report asked for in section No. 6 proving satisfactory permission to land the cargo will be given under the following conditions :—

(*a.*) That all bags of rice, flour, and other stuffs showing signs of having been eaten into or soiled by rats is not to be landed but destroyed on board.

(*b.*) No bales of old rags or hides are to be landed, but must also be destroyed.

9. An officer will be sent by Customs Department when discharge of cargo is commenced, who, in conjunction with the ship's officers, will be responsible that no cargo as described in section 8 (*a*) and (*b*) is landed.

(Signed) A. D. MACKINNON, M.D.,
Acting Principal Medical Officer.

Mombasa, January 21, 1899.

Inclosure 5 in No. 198.

British India Steam Navigation Company to Consul Craufurd.

Mombasa, January 22, 1899.

Sir,

WE have the honour to acknowledge receipt to-day of your favour dated the 21st instant, and to inform you that we have passed on the Instructions to the Commander of the steam-ship "Bhundara," and now await his reply.

We have, &c.
(*Per pro* Smith, Mackenzie, and Co., Agents),
(Signed) J. H. WILSON.

Inclosure 6 in No. 198.

British India Steam Navigation Company to Consul Craufurd.

Mombasa, January 22, 1899.

Sir,

WE have the honour to inclose copy of a letter received from the Commander of the steam-ship "Bhundara," together with four original certificates dealing with the condition of the ship.

We have, &c.
(*Per pro* Smith, Mackenzie, and Co., Agents),
(Signed) J. H. WILSON.

Inclosure 7 in No. 198.

Declaration.

I, J. E. SYLVESTER, medical officer of the steam-ship "Bhundara," do hereby declare that the ship is unusually free from rats, and that I have seen none whatever suffering from plague.

(Signed) J. E. SYLVESTER, *Medical Officer,*
Steam-ship "Bhundara."

(Signed) A. E. STEBBING, *Commander.*

Steam-ship "Bhundara," off Mombasa,
January 22, 1899.

Inclosure 8 in No. 198.

Certificate.

I, J. E. SYLVESTER, medical officer of the steam-ship "Bhundara," do hereby certify that, after thorough examination of the passengers and the crew this morning, there are none suffering from plague or showing any symptoms thereof.

(Signed) J. E. SYLVESTER, *Medical Officer,*
Steam-ship "Bhundara."

(Signed) A. E. STEBBING, *Commander.*

Steam-ship "Bhundara," off Mombasa,
January 22, 1899.

Inclosure 9 in No. 198.

Certificate.

WE, the Undersigned, certify that the whole of the ship 'tween decks, upper deck, and cabins, crew accommodation, &c., have been repeatedly fumigated and disinfected during the voyage, and also since the last cases of plague occurred, bilges flushed with disinfectants and repeatedly pumped out; but the 'tween deck not being done since the passengers landed, I am now doing so with corrosive sublimate; also, in compliance with section No. 2, the linen, &c., is now in solution of the same.

(Signed) A. E. STEBBING, *Commander,*
Steam-ship "Bhundara"
J. E. SYLVESTER, *Medical Officer,*
Steam-ship "Bhundara."

Steam-ship "Bhundara," off Mombasa,
January 22, 1899.

Inclosure 10 in No. 198.

Certificate.

I, J. E. SYLVESTER, medical officer of the steam-ship "Bhundara," hereby certify that all bedding used by plague patients has already been destroyed.

(Signed) J. E. SYLVESTER, *Medical Officer,*
Steam-ship "Bhundara."

(Signed) A. E. STEBBING, *Commander.*

Steam-ship "Bhundara," off Mombasa,
January 22, 1899.

Inclosure 11 in No. 198.

Commander A. E. Stebbing to British India Steam Navigation Company.

Gentlemen, *"Bhundara," off Mombasa, January* 22, 1899.

I AM in receipt of your favour of this morning, inclosing Regulations regarding disinfection of the ship, and, in reply, beg to hand you certificates as asked for regarding sections 5 and 6, but regarding section 7 I am unable to give that at once, as it would take me some hours to soak the linen and also to disinfect the 'tween decks with corrosive sublimate.

I would have done this before had I known exactly what was required, but I may add that the space occupied by the coolies has been frequently fumigated and disinfected with sulphur and tar, Jeyes' fluid, carbolic acid, and lime respectively during the voyage, and also since the last cases of plague, but not since the passengers were landed, except the saloon, cabins, and all parts of the upper deck, fore and aft, and the boats used in landing the passengers.

I have enough corrosive sublimate to soak the linen, but I shall require 10 lbs. more to carry out the disinfecting therewith of the 'tween decks, which please send of as quickly as possible, and I can then be ready and come into port to-morrow by noon, consequently no work will be possible that day, but we will begin discharge first thing Tuesday morning.

I inclose, in original, a certificate granted me by Dr. G. Mackeson which please return after perusal.

I am, &c.
(Signed) A. E. STEBBING.

P.S.—I am now engaged disinfecting 'tween decks as ordered, but want more perchloride mercury to complete thoroughly (10 lbs.).

A. E. S.

Inclosure 12 in No. 198.

British India Steam Navigation Company to Consul Craufurd.

Sir, *Mombasa, January* 23, 1899.

WITH reference to our conversation last night *re* the steam-ship "Bhundara," we have the honour to inclose certificate *re* the 'tween decks.

We have, &c.
(*Per pro* Smith, Mackenzie, and Co., Agents),
(Signed) J. H. WILSON.

Inclosure 13 in No. 198.

Certificate.

WE, the Undersigned, de hereby certify that the 'tween decks of the steam-ship "Bhundara" were washed down with a solution of corrosive sublimate, and her bilges flushed with a solution of the same this day, finishing at 4 P.M.

(Signed) A. E. STEBBING, *Commander,*
Steam-ship "Bhundara."
J. E. SYLVESTER, *Medical Officer,*
Steam-ship "Bhundara."

Steam-ship "Bhundara," off Mombasa,
January 22, 1899.

I AM satisfied that all instructions given for the disinfection of the ship have been complied with. My information is from the certificates supplied, and a personal interview with the Commander of the ship.

(Signed) A. D. MACKINNON, M.D.,
Acting Principal Medical Officer.

January 22, 1899.

Inclosure 14 in No. 198.

Consul Craufurd to British India Steam Navigation Company.

Sirs, *Mombasa, January* 22, 1899.

I HAVE received a certificate from the Acting Principal Medical Officer that the conditions have been complied with in respect of the "Bhundara" passengers and cargo.

The vessel can now have pratique, but no cargo must be put over the sides without examination of the Customs official as provided by the instructions.

I am, &c.
(Signed) C. H. CRAUFURD.

Inclosure 15 in No. 198.

Consul Craufurd to Mr. A. Marsden.

Sir, *Mombasa, January* 22, 1899.

I HAVE the honour to state that having received certificates that the instructions issued for the steam-ship "Bhundara" have been complied with, I have allowed her pratique on the condition that the cargo discharged shall be examined by a Customs official or officials under sections 8 and 9 of the Regulations, viz. :—

"8. (*a.*) That all bags of rice flour, or other food-stuffs showing signs of having been eaten into or soiled by rats is not to be landed, but destroyed on board.

"(*b.*) No bales of old rags or hides are to be landed but must also be destroyed.

"9. An officer will be sent from the Customs Department when discharge of cargo is commenced, who, in conjunction with the ship's officers, will be responsible that no cargo as described in section 8 (*a*) and (*b*) is landed."

If necessary, in your opinion, more than one Customs official should go on board for the duty of examination.

I have, &c.
(Signed) C. H. CRAUFURD.

Inclosure 16 in No. 198.

Certificate.

I HEREBY certify that the British steamer, called the steam-ship "Bhundara," o burthen per register 2,215 tons, commanded by Captain A. E. Stebbing, and having on board passengers, being in all persons on board, leaves this port of Mombasa in free pratique, bound for Zanzibar.

I further certify that good health is enjoyed in this town and the adjacent country, without any suspicion of plague or contagious distemper whatever.

Six deaths occurred from plague during the voyage from Kurrachee, but the precautions which have been taken with passengers, ship, and cargo, under the advice of the Board of Trade, I consider have removed all contagion.

(Signed) A. D. MACKINNON, M.D.,
Principal Medical Officer.

(Signed) A. MARSDEN,
Chief of Customs, &c.

Mombasa, January 24, 1899.

No. 199.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 41.)
My Lord, *Mombasa, February* 2, 1899.

I HAVE had the honour to receive your Lordship's despatch No. 332 of the 14th December respecting the exercise of French protection in the Zanzibar dominions.

I am communicating the contents of this despatch to the First Minister of His Highness the Sultan and to Her Majesty's Sub-Commissioners in the three Provinces of Seyyidieh, Tanaland, and Jubaland, all of which contain districts in parts of which the French Treaty rights alluded to exist.

An instructive instance of the spirit in which the French Consulate at Zanzibar exercises its alleged right to grant protection has just come to my notice.

One of the interpreters attached to the Sub-Commissioner's office here, a man named Moheddin, is under arrest on a charge of malversations and abuse of trust as a public servant. On being charged he produced a so-called "paper of protection" given to him by the French Consulate, and claimed exterritoriality. It then transpired that when a year and a-half ago he was sent by Mr. Rogers to Zanzibar to hand over to the French Consulate the captain of the French dhow, Fathel Rahman, he received from

M. Piat a letter practically granting him French protection, on the ground that he was a native of the Comoro Islands (though born before the establishment of the French Protectorate), and had always been devoted to French interests in Zanzibar ("s'est toujours montré dévoué aux intérêts Français à Zanzibar"). Though M. Piat was aware that the recipient of this letter was a servant of Her Majesty's Government, he did not think it necessary to inform Her Majesty's Agency of the action which he had taken.

The paper given to Moheddin is, of course, quite worthless, and the Court here has dismissed the plea set up by his counsel on the strength of it; but I have thought it worth reporting in this connection an account of the light which it throws on the methods of the French Consulate at Zanzibar.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

No. 200.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 44.)
My Lord, *Mombasa, February* 2, 1899.

I HAVE the honour to report as follows in reply to your Lordship's despatch No. 324 of the 6th December.

When the British Courts at Zanzibar and Mombasa were established nearly two years ago, and the old Consular jurisdiction abolished, I addressed a Circular to the foreign Consuls at Zanzibar informing them that my judicial powers and Court as Consul-General had been abolished by Her Majesty in Council, and requesting them in future to send subjects of their respective States who wished to initiate suits against British subjects, not as formerly to Her Majesty's Agency, but to the British Court direct. I should explain that at Zanzibar, as in other countries in which the régime of the Capitulations exists, a French citizen having a suit against, say a German, obtains from his Consul what is termed an "introduction" to the German Consular Court, that is to say, a letter requesting the German Consul to hear the suit brought by the bearer against a person subject to his jurisdiction. It is obvious that this procedure becomes out of place once suits against British subjects are tried, not by the Court of the British Consul-General, but by an ordinary British Court, to which foreigners need no "introduction" and accordingly all the Consuls at Zanzibar, with the exception of the French Consul acquiesced in the change, and sent their respective countrymen and protégés direct to Mr. Cracknall. M. Piat, however, in reply to my Circular, said he could not without orders from his Government recognize the slightest alteration in the Judicial procedure hitherto existing at Zanzibar, and he continued to ignore the new British Court and to send French citizens who had suits against British subjects with introductions to Her Majesty's Agency and Consulate-General.

I declined on my side to allow the new Court and Order in Council to be treated in this not very courteous manner, and in the case of both M. Farre and of Fatma-binti-Athman, I informed M. Piat that his proper course was to apply, if he thought it necessary to do so, to Her Majesty's Court for Zanzibar, which was entirely independent of, and unconnected with, the Consulate-General, but that I entertained little doubt that Mr. Cracknall would hear a suit brought against a person subject to British jurisdiction without the plaintiffs having to obtain a Consular introduction, such introductions not being necessary by our law in order to enable a foreigner to prosecute a suit in our Courts.

The result has been that French plaintiffs now institute proceedings in our Zanzibar Court as they would in England, without any introduction from the French Consulate, nor can I see that the omission of this formality occasions any inconvenience or hardship to suitors.

I do not understand to what M. Geoffray refers when he says that it entailed on M. Farre the necessity of renouncing "des garanties qui lui étaient légitimement acquises."

I have the honour to transmit herewith a copy of a Memorandum by Mr. Cracknall, showing the present state of M. Farre's case against Pira Dewji. As regards Fatma-binti-Athman, she appears so far to have initiated no steps against the British subject Khalfan, but the French Consul was informed by me that she had only to apply to Her Majesty's

Court to have her case against the defendant settled. The whole difficulty—if difficulty it can be called—has arisen from the refusal of M. Piat to recognize in any way the new Order in Council or the new Tribunals created under it. I think I reported to your Lordship at the time that he alone of the Consular Body declined the invitation to attend the official ceremony at which I handed over my judicial powers to Mr. de Sausmarez, and the latter opened the new Courts.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 200.

Memorandum by Mr. Cracknall.

THE case of Farre *v.* Peera Dewji has been just heard and adjourned for further evidence.

There is no case in which Fatma-binti-Athman is complainant in the British Court, but her name appears in the execution proceedings in the Arab case No. 157 of 1897, entitled "Wardensé [*sic*] Juma *v.* Islam-bin-Athman," referred to in my despatch No. 3 to Lord Salisbury dated the 21st February, 1898; nothing further has been done in that matter except that part of the money has been paid after an order for arrest of the defendant.

I can find no information about the last case.

Yours, &c.
(Signed) W. B. CRACKNALL.

January 24, 1899.

Inclosure 2 in No. 200.

Further Memorandum by Mr. Cracknall.

THE case of Farre *v.* Peera Dewji has been part heard and ajourned for further evidence, and I cannot understand, as well as Sir A. Hardinge, what is meant by the "necessity of renouncing 'des garanties qui lui etaient légitemement acquises.'"

The case Fatma-binti-Athman is, I think, the one to which I referred in my Report of last year respecting the Courts; the lady is, I think, the wife of an Arab judgment debtor, and claimed certain property attached by my order acting as Sultan's Judge.

This claim the French Consul refused to allow me to adjudicate on as I contended I was entitled to, but now, as far as my memory serves, the claim has been otherwise settled.

Her Britannic Majesty's Courts are open to all, but, following the provisions of the Order in Council, security for costs is sometimes demanded from foreign plaintiffs.

(Signed) W. B. CRACKNALL.

April 24, 1899.

No. 201.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 47.)
My Lord,

Mombasa, February 3, 1899.

I HAVE the honour to transmit herewith a copy of a letter which I have received from Major Hatch, who is now at Machakos, containing his observations on the scheme for the reorganization of the East Africa Rifles, which accompanied your Lordship's despatch No. 309 of last year.

As the Camel Corps is abandoned, at any rate for the present, I need offer no remarks on the portion of Major Hatch's letter which deals with that element in the scheme.

The reduction which he suggests of two Captains and two Subalterns has already been recommended by me in my telegram No. 19 of the 31st ultimo.

I am not without hope that when I return home on leave in the course of the next few months, I may be able to satisfy the military authorities that the retention of the very costly item of the Indian contingent beyond the two years for which it has been engaged is not essential, and that our political conditions are entirely different from those of Uganda, the history of which has led Sir John Ardagh and Major Altham to regard this retention as a wise precaution.

As the Indian contingent has still nearly two years to serve, and we can extend its service at our pleasure for a year longer, the question as to whether it shall be retained beyond that date is not an immediately pressing one.

I doubt, however, whether many of the Indians now serving here would re-engage at the expiration of their term of service, without being given six months' leave in India first. A very few of Captain Barratt's men were willing to do so, and only on the condition above mentioned.

Major Altham observes that had our force been so organized as to be thoroughly efficient, the Mazrui, Uganda, and Somali rebellions could have been crushed without the assistance of the troops brought *ad hoc* from India.

Leaving out the Uganda mutiny, since after all the forces of this Protectorate are not supposed to be organized for military operations outside its borders, I believe that had our whole force been available at the time, even with its present unsatisfactory organization, we could have crushed both the Mazrui and Ogaden rebellions in a very short space of time.

But when the Mazrui rebellion broke out we had no regular military force and not a single English officer of the East Africa Rifles in the country. Major Hatch was on leave in England. The late Captain Lawrence and Captain Harrison were as yet unappointed. The Indian contingent had not been recruited. The operations were carried on partly by naval forces, which naturally could not move far from their base on the sea. partly by Zanzibar askaris commanded by Sir Lloyd Mathews and by Captain (now Brigadier-General) Raikes, partly by a few Swahili soldiers in the pay of the late Company, who were commanded by civilians and a company of Witu Soudanese, also under a civilian Commandant, Captain Rogers.

If when Admiral Rawson destroyed Mubarak's stronghold at Mwele, we had had our present force and had been able to pursue him into the bush instead of returning to the coast and taking our chance that the blow given to him would break up the rebellion, I have little doubt that we should have driven the rebel leaders in a very few weeks over the German frontier; instead of which we allowed them, through our enforced inactivity, to re-collect their forces, and by carrying on a fairly successful guerilla warfare for some months, to obtain the adhesion of other Chiefs and of some of the Wanyika tribes. In the same way our troubles with the Ogadens took place at a time when our best troops, both Indian and Soudanese, were away in the Uganda Protectorate; and although it would be unjust and ungrateful on my part to insinuate that the 4th Bombay Rifles, under Major Quentin, were not fully equal to the task, it would only have been natural that Captain Barratt's force, with its three years' experience of African bush-fighting, and Captain Harrison's two Soudanese companies, should have been better fitted than Bombay Sepoys entirely new to Africa for meeting the peculiar tactics of the Ogadens. The attacks on Yak-a-Dinta and Melkadadatch, which terminated the war, proved that as soon as the offensive was taken against the Ogadens, and a few of their cattle captured, their resistance was bound, as we had always thought it would be, to collapse, and that too much importance should not have been ascribed to the ambuscading of the Indian patrol near Helishid. Even in the more serious case of the Uganda mutiny, its back was really broken and the danger of the temporary loss of Uganda itself averted by the East Africa Rifles and Indian contingent before the Baluchi regiment arrived on the spot. I think that in the instances Major Altham has cited he has perhaps lost sight of the fact that neither in the Mazrui rebellion (until quite at its close, when it had spread to the entire Province of Seyyidieh) nor in the Ogaden operations, was the whole of our force, even with its existing deficiency of English officers, at the disposal of the Protectorate authorities.

I do not of course mean to imply that a considerable increase of officers will not be a great gain, and I am strongly in favour of Major Harrison's original scheme. My objection to it in its present form is that by retaining the Indian troops, whose elimina-

tion was its distinctive feature, it saddles us with an additional, and in my opinion and in that of Sir Lloyd Mathews, quite unnecessary burden of 7,000*l.* a-year for an undefined period. Our revenue is making satisfactory progress, and since I have had the honour of being in charge of affairs here I have striven by the strictest economy to keep down our expenditure, and I believe that we may hope, under normal circumstances, in a few years to ask for a greatly reduced grant-in-aid, and after a few years longer to become entirely self-supporting. But if this desirable end is to be attained, and the Protectorate to be an advantage instead of a burden to the Empire, all expense not absolutely necessary must be avoided; and I cannot for my part think that because the Uganda Soudanese, under very different conditions, considered themselves the masters of the country, it can be absolutely necessary to spend 7,000*l.* a-year on keeping 150 sepoys as a possible check on over 1,000 negro troops. I should certainly have never recommended Major Harrison's scheme, had it not comprised as one of its essential elements, the elimination of the Indian contingent.

I do not feel that I am competent to decide as to the expediency or the reverse of mixed companies. On this point it will, I think, be best that the military authorities at home should decide after having the pros and cons. Hitherto the two races have been kept apart, and my own feeling would be in favour of continuing that arrangement, especially as if either element became at any future time disaffected, the disaffection would be less likely to spread and become general, if the separation between them were marked, than if they were fused in mixed companies. I do not like, however, in a matter of so purely a military nature, to set my lay opinion against that of Major Hatch, with whom, however, I shall talk over this question when we meet in the course of the present month in Ukamba.

I do not think we want a military doctor, except at Mombasa, where we have two medical officers. The number of European officials, for whom the regular Protectorate doctors are provided, is so small, that their chief duty is to look after the troops and supervise the hospital assistants. I would prefer that the civil doctors of the Protectorate Administration should be given the local military rank suggested by Major Hatch, on the analogy of the auxiliary forces at home.

I see no necessity for granting outfits to the military officers coming out here, or for appointing one English non-commissioned officer as Drill Instructor at Mombasa. The pay of these officers is very liberal. The Captains get as much as, for instance, Mr. Ainsworth, who is in practical charge of a province containing nearly 1,000,000 people, and the Subalterns as a Collector and District Magistrate. This pay should, I venture to think, cover all their expenses.

It is not advisable that there should be too glaring a discrepancy between the treatment of the civil and military members of the Protectorate services, or that the latter should seem to be very much more highly paid than the former. Such a difference of treatment is apt to engender a feeling of dissatisfaction amongst the civilians, which, though it may not do any serious harm, is, nevertheless, calculated to impair to some degree their zeal and energy in the discharge of their duties. Even among the military officers the higher pay and privileges of the officers of the Indian contingent has already been the subject of some complaints to me.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 201.

Major Hatch to Sir A. Hardinge.

Sir, *Mombasa, January* 5, 1899.

WITH reference to the amended copy of the scheme for the reorganization of the British East Africa Rifles, containing Sir John Ardagh's observations and the revised proposals prepared by Major Altham of the Military Intelligence Department, I have the honour, in accordance with your wishes, to report as follows.

It is only natural that I should approve of, and concur with, the general observations and proposals contained in a scheme which would be so greatly to the benefit of the Military Department, of which I am the head, but in view of our conversation on the 26th December last, during which you expressed your disapproval of the scheme, on the

ground of the expense entailed by it, I have gone into it carefully, and think it could be somewhat modified.

On pp. 2 and 3:—

(*a.*) "*Establishment of Officers.*"

Under this heading ten companies are provided for, with an establishment of twenty European officers, inclusive of Regimental Staff, but I notice that on p. 4, eight companies are dealt with, and in my opinion this latter would suffice and be a better organization, and here a saving of two Captains and two Subalterns could be effected, representing a sum of 1,800*l.* per annum.

Then, again, a small Camel Corps for Jubaland is proposed in the leading features of Major Altham's revised scheme. This is not necessary, at any rate for some time, for the following reasons:—

From a personal interview with Her Majesty's Sub-Commissioner, and from previous reports, the country, as far as it is known, appears to be quite unsuitable for a military Camel Corps, owing to the very dense bush and the danger to camels from flies.

2. A steam-launch, fitted with mountings for machine-guns, and capable of towing boats with troops, is shortly to be placed on the Juba River.

I am therefore of opinion that the idea of a Camel Corps need not be entertained at any rate until Jubaland Province has been a good deal more opened up, and the fact ascertained that we have in that Province a tract of country suitable for the maintenance and requirements of a Camel Corps.

The amount estimated in Major Altham's scheme for the first year, for the proposed Camel Corps, is 5,700*l.*, and for subsequent years, 3,600*l.*

The proposed reduction to 150, and return to head-quarters Mombasa of the present Indian contingent from Jubaland could, I think, be probably carried out during the present year. The reduction to 150 will effect a saving of about 1,150*l.*

I have further to respectfully submit a few remarks with regard to the scheme generally.

(*b.*) *Mixed Companies.*

Although the Soudanese have, as a rule, as stated by Captain Harrison, a feeling of contempt for their fellow Swahili soldiers, yet I am of opinion that it would be unwise to keep the two races separated when serving in the same force as soldiers. The Swahilis are, I think, quite prepared to accept the proved fact that on active service they are much inferior in soldierly qualities to the Soudanese, and it is only by incorporating them with their Soudanese fellow-soldiers, that they can be relied on as a fighting material, and that only when properly led by European officers and Soudanese Sectional Commanders.

Civil Police (*see paragraph* 4, *p.* 4, *last sentence*).

This would appear to be a matter for the Civil Administration, and will, I hope, be acted on as soon as possible, as one of the leading features of the scheme sent home, and which is again commented on in the revised scheme sent out, is the employment of men of the force in small numbers on mixed civil and military duties at detached posts which cannot but fail to impair their efficiency and greatly lessen the value of the military force when called upon in times of emergency. It might be that events may arise when detached posts would have to be occupied by the military, but in such cases with a proper complement of European officers at our disposal, care would be taken that such detachments would be kept efficient. As suggested in the revised scheme it would be advantageous to time-expired men of good character belonging to the East Africa Rifles.

Deported Soudanese.

On the arrival of Captain Souter and Lieutenant Longfield, I proceeded to Kibwezi and with Ebrahim Effendi's aid selected forty-six of the best of these. These men were all medically passed and will be incorporated in the East Africa Rifles, stationed in Jubaland, when Captain Souter proceeds to take command of the troops there. I

would propose that the remainder of the deported Soudanese with their families be sent to cultivate shambas in or close to Witu, in order to become self-supporting. There are several very likely lads amongst these families who could eventually be enlisted when big enough to bear arms. They would be under the eye of the Sultan of Witu and the garrison there, and should occasion arise, a certain proportion of the men could be given arms and used as a sort of local levy.

Medical Staff.

I note that six Hospital Assistants are estimated for, but nothing is mentioned in any part of the scheme as to how they are to be supervised; no military medical officer appears in the Estimates, nor is any mention of one alluded to in the scheme lately received. I am strongly of opinion that a military medical officer should be sent out to supervise and arrange for the disposal and allotment of these Hospital Assistants to their different posts, and to insure their being supplied with the necessary and proper amount of the medical stores. Should this officer be sanctioned, I trust that his status with regard to the civil medical officers employed in this Protectorate may be clearly laid down and defined, in order to avoid the friction that would most certainly arise in the case may be of Medical Boards, composed of both civil and military doctors, convened for the purpose of reporting on both civil and military officials. This difficulty might perhaps be got over by having it definitely laid down, that in the case of a Board on a civil official of the Protectorate, the senior civil officer on the spot should be President, and *vice versâ* in the case of a Board on a military officer. If no military medical officer is to be provided, I am of opinion that perhaps some local military rank as given to civil doctors employed with the auxiliary forces in England, might be given to the Protectorate civil doctors employed out here.

There appear to be no fixed rules as to the conditions of service of British officers with the East Africa Rifles, *i.e.*, as regards:—

(*a.*) Seniority amongst such officers in the Protectorate.
(*b.*) Scales of pensions under the Foreign Office.
(*c.*) Sick leave.
(1.) If entitled to free passage to England and back.
(2.) Pay while on sick leave granted by Medical Board.
(3.) Gratuity if invalided permanently.
(*d.*) Free passage to England on quitting service under East Africa Protectorate.
(*e.*) I think that an outfit allowance of 100*l.* should be granted to British officers coming out; it is, I believe, granted to the new West Africa regiments, the Egyptian army, to the Uganda Protectorate, and to the officers of the new Wei-hai Wei regiment.
(*f.*) I am of opinion that each new British officer coming out for military service in this Protectorate should do so under the Rules of a contract, which he should be able to consult before accepting service, the conditions of such contract to be determined by the War Office.

I would further strongly recommend that at least one British non-commissioned officer be supplied as a Drill Instructor to the troops, to be stationed at the depôt at Mombasa. Both in Uganda and on the West Africa Coast non-commissioned officers have been sent out, as well as to the new regiment being raised in Wei-hai Wei.

I have, &c.
(Signed) G. P. HATCH, *Major*,
Commanding Troops, East Africa Protectorate.

No. 202.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 48.)
My Lord,

Mombasa, February 4, 1899.

I HAVE the honour to transmit herewith, in accordance with the instructions contained in your Lordship's despatch No. 250 of the 10th October, a copy of a despatch from Her Majesty's Sub-Commissioner at Mombasa on the subject of the restitution to their owner by the Mombasa District Court of three slaves belonging to the Free

Methodist Mission station at Ribe. I regret the delay in the transmission of this report, which is solely due to the transfer of Mr. Lloyd, the Magistrate who tried the case, and who was asked to send particulars respecting it, from the Mombasa to the Kenia district.

Your Lordship will observe that in this instance the Court carried out to the letter the views expressed by the Law Officers of the Crown, as conveyed to me in your despatch of the 15th December last, as to the manner in which slave cases should be dealt with. The Law Officers held that where the facts established slavery the Courts must give judgment accordingly, but that the practice of employing the police to search for and recapture fugitive slaves should be abandoned, as it could not be shown to be an obligation legally incumbent upon us. In this case the legal ownership of the slaves was not contested, and the master merely asked for and obtained a legal decision to that effect; but no force was used to give effect to that decision; the three slaves in fact made no objection to return to their master's house. I understand, indeed, that they were desirous of doing so in order to get food, as the famine was at that time severe in Ribe, and that the master's bringing the matter into Court was due to his wish to get a formal declaration of his legal right to their services, in return for the support which he afforded them. Mr. Craufurd tells me that he has heard from a native missionary, who is in Government employ, that these slaves have now left their master again, the two women having gone back to Ribe since rain has fallen and there is a prospect of food being again procurable there, whilst the man has joined a caravan proceeding to Uganda. I have not myself thought it necessary to verify this statement, as I was anxious to send in this Report without further delay, but if true it would show that the restrictions imposed on their liberty by their master were not severe. Slaves, in fact, in this country do much as they please, to an extent which no one not actually acquainted with local conditions probably realizes, and the tenacious attachment of the Mahommedan population to the institution of domestic slavery often appears to me to rest rather on sentimental and religious considerations, or on an indolent dislike for, and distrust of, new customs, than on any great material advantage accruing to the slave-owner from his very limited rights and powers over his slaves.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 202.

Sub-Commissioner Craufurd to Sir A. Hardinge.

(No. 8.)
Sir,

Mombasa, February 3, 1899.

I HAVE the honour to return herewith the original despatch No. 250 from the Marquess of Salisbury to yourself with its inclosures respecting the Ribe slave case.

I also send papers, together with Mr. Lloyd's Report called for under your instructions.

On perusal of these it will be seen that the part taken by the Assistant District Officer was in no way inconsistent with his duty as a Magistrate under "The Native Court Regulations, 1897," within the Mahommedan coast region, in which circumstances he was required to give a judgment, guided by, and in accordance with, the general principles of the law of Islam.

I am inclined to believe, in consequence of Mr. Hollis' letter to me of the 5th December, that the slaves were at the time of their restitution, owing to dearness of food, not only willing, but anxious, to return to their master, and that the formal claim before the District Court was made with a view to obtain recognition of the master's reacquisition of his long lost property against the counter-claims of the Methodist missionary.

I recollect subsequently speaking to you upon the subject, and saying that in all probability the people had, by that time, run back to Ribe, and that no Government official would take any active steps to prevent them doing so.

Mr. Lloyd's Report, apparently, has been written somewhat hastily, for he states that there was no legal action in the District Court, but merely an inquiry; while in his copy of proceedings or Judgment of the 6th June, it will be seen that the Court ordered the slaves to return to their master. The last sentence of his Report I imagine should be

read that the slaves were in no way "forced" to return; the word "ordered" seems ill-chosen with respect to the context. Certainly Mr. Lloyd did not take any action, but confined himself to the exposition of the law.

I would draw your attention to my semi-official note to Mr. Howe, in which I gave him full opportunity of appealing against the Judgment of the District Court; this, however, he would not do, although it would have been an easy matter to have followed Bishop Tucker's example, and raised other issues or questions of equity; on the contrary, this gentleman preferred to rush into print at once, as will be seen by his letter of the 14th June to Mr. Lloyd, published in the "Anti-Slavery Reporter" for the September–December quarter of 1898.

There is, as you are well aware, a good deal of steady, unostentatious anti-slavery work done by the officers of this Protectorate; and not only in the Courts of First Instance, but in those of Appeal, have a considerable number of slaves obtained their freedom. In this connection I would refer to the Reverend Mr. F. Burt, Church Missionary Society, now in England, as a witness of the readiness of the Courts to grant freedom when such can be given without an actual violation of the law.

I have, &c.
(Signed) C. H. CRAUFURD.

Inclosure 2 in No. 202.

Judgment in the Ribe Slave Case.

SALEH-BIN-HUSSEIN claims his three lawful slaves, Kazibeni, Kombo, Mama Kombo, who have been living at Ribe for the last ten years. The slaves have no plea wherewith to claim their freedom, and as Ribe is within the Sultan's dominions I am of opinion that they have always been in slavery, and as they all declare that they are the lawful property of the claimant, Court orders them to return to their master.

(Signed) EDWARD LLOYD,
Assistant District Officer.

Mombasa, June 6, 1898.

Inclosure 3 in No. 202.

Sub-Commissioner Craufurd to Mr. Howe.

Dear Mr. Howe, *Mombasa, June* 21, 1898.

MR, LLOYD has shown me your last letter concerning the people from your Mission station. He tells me that all the three persons, Kazibeni, Kombo, and Mama Kombo, said in his presence that they were the lawful slaves of Saleh-bin-Hussein, and said that they knew that it was their duty to return to their master, but that they preferred to live in Ribe. The master then asked that the law should be pronounced, and Mr. Lloyd said that they, having acknowledged that the man was their lawful master, ought to accompany him. This they did, and they are now, I understand, living in his house.

Mr. Lloyd suggested, before giving the above deliverance, that some arrangement for the purchase of their freedom should be come to, but the slaves made no answer, and the master refused to accept the proposal.

The master now wishes to have the matter put into legal form, and has taken out a summons for his slaves, so that he may have his lawful possession declared beyond doubt.

The case is before the Provincial Court, which will adjourn to a convenient date to give you an opportunity of appearing in person, or by deputy, if you wish to do so. Kindly let me have your answer.

I write you at this length in order to convince you that the officers of this Administration have no wish to act in an unfair manner, as your letters would imply, but that they have to carry out the law current in these dominions, even when it entails upon them the disagreeable duty of pronouncing the legality of a state of slavery between the Sultan's subjects.

The remedy for your grievance is an alteration of the law, but that is beyond the powers of the Judicial and Executive officers.

Yours sincerely,
(Signed) C. H. CRAUFURD.

Inclosure 4 in No. 202.

Mr. Hollis to Sub-Commissioner Craufurd.

Mombasa, December 5, 1898.

Sir,

WITH reference to the case of persons from Ribe being restored to slavery I have the honour to make the following report on the general condition of runaway slaves harboured by the Missions in the province of Seyyidieh :—

Owing to the famine which has lately ravaged the country large numbers of natives, finding themselves confronted by the pangs of hunger, have been obliged to leave their homes and seek employment in Mombasa and elsewhere. Amongst these were many of the former runaway slaves who had gone to the various stations of the Church Missionary Society and of the United Free Methodist, and who, in return for the protection offered them by the missionaries, had become Christian proselytes. I have no doubt that many of the latter often remembered the days when, in good times or bad, they were sure of the help and support of their masters, and regretted the false step they had taken in running away and placing themselves in charge of men who, in the days of famine, were unable to give them the wherewithal to obtain the bare necessities of life. Many of these persons, therefore, no doubt went back to their former masters, being only too glad to do the little work that was demanded of them in return for their food and clothing.

The congregations in the Mission churches which a year ago were filled to overflowing and which at the present time are almost empty, are ample proof of this.

Whilst the Church Missionary Society have done their utmost to relieve the wants of the starving natives in their parishes, the United Free Methodists do not seem to have had the same almost unlimited supply of money at their disposal, and it has been reported to me that sundry persons have died of starvation near Ribe. I can, however, only vouch for one case. This is of a woman who, running away from her master at Takaungu some years ago, settled at Ribe, but who, it would seem, was unknown to the missionary in charge. One day she presented herself to the Rev. Mr. Howe, as the latter was going to church. Mr. Howe informed me that he told the woman to await his return, but the poor creature affirmed with a dying breath that she was ordered to go away. She went to the Government station at Rabai, and, although I provided for her wants, she died two days later, of sheer exoaustion and starvation. On my writing to Mr. Howe that the woman was *in extremis*, he replied that, "if I cared to send her to Ribe he would have her attended to."

Can one, then, wonder, when, in such times of privation, persons gladly return to their former master and undergo the so-called horrors of a nominal slavery rather than those of actual starvation ?

I have, &c.
(Signed) A. C. HOLLIS, *Assistant-Collector,*
In Charge of Mombasa Sub-District.

Inclosure 5 in No. 202.

Sub-Commissioner Craufurd to Mr. Lloyd.

Mombasa, December 7, 1898.

Sir,

I HAVE the honour to transmit to you herewith a copy of an extract from a missionary newspaper respecting a case tried by yourself when Acting Judge of the District Court of Mombasa, concerning which the losing parties and their friends in the Methodist Mission did not see their way to appeal against to me.

Lord Salisbury has requested Sir Arthur Hardinge to inquire into the circumstances

of this case and forward a full report thereon, and this the Commissioner has instructed me to do.

I will, therefore, be obliged for as full a report from yourself as you can give me.

I have, &c.

(Signed) C. H. CRAUFURD.

Inclosure 6 in No. 202.

Mr. Lloyd to Sub-Commissioner Craufurd.

Sir, *Kikuyu, December* 29, 1898.

I HAVE the honour to acknowledge receipt of your despatch of the 7th instant, and to forward the following statement, for your information, concerning the Waswahili from Ribe being returned to their master at Mombasa; the facts are as follows: Three Waswahili, a man and two women, came into my office at Mombasa with a letter from Mr. Howe, Methodist missionary at Ribe, to Mr. Craufurd, reporting that they were being detained in Mombasa by their master, and would he do what he could for them in the matter. Mr. Craufurd had written across the letter a note, ordering me to inquire into the matter and to report to him. I knew nothing whatever of the people until I saw them coming into the office with the letter. I then inquired carefully into the matter, and found that they all three willingly admitted that they were the lawful slaves of their master, and that they knew it was their duty to return to him; this they all admitted without the smallest hesitation. I then, for some time, questioned them as to whether they had any fault whatever to find in their master's treatment of them, on which they might claim their freedom, but they failed to find any complaint whatever against him, and, further, seemed quite willing to return to him. I then reported the matter to Mr. Craufurd, who ordered me to tell them that it was their duty to return to their master if they had no complaint to make against his behaviour, which I did, and having no such complaint to make, they then followed their master without any apparent dislike. They were given every opportunity to bring an action againot their master in order to obtain their freedom, but they were unwilling to do so, having no grounds to take such measures. Mr. Howe did not come himself to Mombasa with them, but afterwards laid a complaint in very strong language against the people returning to their master. Later, when he came down to Mombasa, Mr. Craufurd told him, in my presence, that he hoped that if he (Mr. Howe) thought there had in any way whatsoever been any miscarriage of justice, that he would take a legal action on their behalf; this Mr. Howe declined to do, and I heard nothing further of the matter until a few days ago, when I was informed of the notice in the Missionary paper.

Mr. Howe's chief grievance seems to have been that he had heard that two of the people had been sent for from Mombasa, but this I know nothing about till reported by Mr. Howe later; the first time I knew anything about them was when they arrived in my office with Mr. Craufurd's note. I wish to point out that there was no legal action taken in the matter in the District Court; it was merely an inquiry instituted at Mr. Howe's request, and held by me at Mr. Craufurd's orders, with the result that Mr. Craufurd expressed the opinion through me that it was the duty of the three slaves to return to their master, and they were in no way ordered to do so.

I have, &c.

(Signed) EDWARD LLOYD,

Assistant District Officer, Ken

No. 203.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 52.)

My Lord, *Mombasa, February* 6, 1899.

I HAVE the honour to report that numerous applications have been made to me, as well as to the Judicial Officer, in the Province of Tanaland for restitution of property, chiefly slaves, wrongfully confiscated by the local authorities, or for pecuniary compensation for such wrongful confiscation.

I have replied that, once a slave has been emancipated and declared free, even illegally, or in consequence of false evidence, or under a misapprehension, it would not be possible for me to replace him in a state of slavery; but that I was prepared to consider each case on its merits, with a view to pecuniary compensation.

In the following three cases I considered the owners entitled to compensation :—

1. *Bwana Kitini of Patta.*—This man is a member of the old Royal Family of Patta and Witu; and when Admiral Fremantle attacked Sultan Fumo Bakari, he and all his slaves fled with that Prince to Jongeni. He, however, shortly afterwards escaped back alone to Lamu, made his submission to Her Majesty's Government, and rendered useful services in assisting in the re-establishment of order. In consequence, he received from my predecessor, Sir Charles Euan-Smith, a written promise, which he showed me, to the effect that his property should be excepted from the general confiscation which was to befall that of all the Witu rebels. His property consisted (1) of slaves; (2) of guns. When Jongeni was taken, the Administrator, not having in his possession the letter of Sir Charles Euan-Smith, or, indeed, any knowledge of it, freed the slaves and seized the arms of Bwana Kitini, it having been decided by Her Majesty's Government to proclaim a general emancipation of slaves at Jongeni and Pumwani as a punishment to the people of those places for their murders and acts of rebellion. Bwana Kitini repeatedly protested against his slaves being included in this prescription; but, as the thing had already been done, there was no means of going back upon it, and Mr. Rogers did not feel himself authorized to pay him their value, or that of the guns which had been seized. At length he appealed to me, and produced Sir Charles Euan-Smith's letter, pleading that it was very hard that a loyal man, who had helped Her Majesty's Government, should lose his slaves like any rebel, notwithstanding the Consul-General's written guarantee, and I therefore decided that I had no alternative but to make good my predecessor's promise. I accordingly requested Mr. MacDougall to value the slaves as fairly as he could and pay Bwana Kitini their equivalent in rupees. As regards the guns, it was impossible to identify them, and he said that if the value of the slaves were paid him he would waive this part of his claim.

2. The second case which came before me was that of Omar-bin-Mataka, late Chief of Siu, and of his son, Mahomed-bin-Omar. These men were, about three years ago, deported by Captain Rogers from Siu, with my approval and that of your Lordship, for the use of seditious language, and all Omar Mataka's property was confiscated, including a considerable number of slaves and several sacks of corn and rice. It came to my knowledge afterwards that no regular trial had been held, and that, though Omar-bin-Mataka was very probably disaffected to an Administration which had deposed him from power, there was no evidence of any overt act of sedition on his part. The act which was imputed to him by the Wali of Siu (who is his personal enemy) was a refusal to collect and bring in certain guns in the possession of his family and retainers on the ground "that they had no guns at all, or they would be using them in fighting the Government." But the Wali, on being subjected to a closer examination, admitted to me that he had not heard Omar-bin-Mataka use this expression, but had been told by some one else, whom he could not specify, that some such words had escaped him. All that Omar had said to himself was: "I am no longer Chief of Siu; you are in authority; collect my people's guns yourself."

It appeared to me that it was not consistent with British ideas of justice to inflict so sweeping a penalty as confiscation of goods for so trifling an offence and on such inadequate evidence, and I therefore cancelled the order of deportation made against Omar-bin-Mataka and his son, and permitted them to return to Siu. I at the same time pointed out to the Sub-Commissioner at Lamu that, although a person known to be disaffected might be deported without a formal trial from a place where his disaffection was likely to be dangerous, such a serious penalty as confiscation of goods should only be inflicted after a regular criminal conviction; and I, therefore, ordered the restoration to Omar-bin-Mataka of his house at Siu, and of the value, according to a fair valuation, of his confiscated slaves. I declined, however, to compensate him for the loss of his rice and grain, which was not seized by Government, but stolen from his house after he left it by his slaves, as he ought to have placed a wakeel in charge; or to indemnify him for wrongful banishment, as I held that it was within our rights as an Administration to remove him from Siu if we had reason to believe him to be disaffected and dangerous to Government.

3. The third case was that of a bedridden woman named Fatma-bint-Fumo, the widow of a poor Bajoon fisherman, whose only means of subsistence was the labour of six slaves, hired out by her to various owners of plantations at Mkunumbi. It appears that the Headmen of these slaves, being anxious to retain all the money which they

earned, conspired with a local village Headman near Mkunumbi to make a sworn declaration that they had been illegally acquired since the prohibition in Witu of the sale of slaves, and on this evidence Mr. Rogers granted them papers of freedom. These two men afterwards publicly stated, and on being examined before Mr. MacDougall admitted, that they had perjured themselves, and that the slaves were really legally owned by their mistress. I therefore, on the application of a relative of Fatma-bint-Fumo, who petitioned me for their restoration to her, gave directions that their value in rupees should be paid to her. I also suggested to Mr. MacDougall that the two Headmen should be heavily fined for the perjury, and the proceeds of the fine employed to recoup the Government for the compensation money paid to the plaintiff.

4. A fourth case which came before me was that of a woman named Mwana Esha, of Lamu, who had inherited certain slaves from her deceased father. The brother of the deceased went to her, and asked her to divide these slaves or the produce of their labour with himself, threatening that unless she did so he would swear that they had been verbally made "muddabir" by their late owner, a threat which, as she refused his proposal, he eventually carried out, the result being that the slaves were declared free by the Lamu Provincial Court. Mwana Esha contended that this emancipation was invalid, as the Mahommedan law and religion required at least two witnesses to establish verbal "Tadbir." In this case, as the question hinged upon a point of law, I contented myself with advising the complainant to appeal to the Chief Native Court; and the Judicial Officer having, in conjunction with two Mahommedan Assessors, ruled that two respectable witnesses were requisite to prove verbal "Tadbir," and that only one had been produced, reversed the decision of the lower Court, and awarded the appellant the pecuniary value of the slaves.

Several cases were brought before me by persons whose slaves had run away from them and joined the Witu outlaws, and who claimed that, as they themselves had remained loyal and stayed in their homes, their slaves should not have been freed. In these cases I refused to entertain the idea of compensation, pointing out that they should have taken steps to prevent their slaves from running away to Witu, or should have put forward claims to their ownership at the time of the general confiscation of all slaves found with the Witu rebels.

Great suffering and hardship, especially to old or infirm persons and to minors, is often caused by the careless emancipation of legal slaves, who in this country are still often their only property, and I have urged on Mr. Rogers the importance of making absolutely certain of illegal ownership before actually issuing papers of freedom, as if owners claim and get damages for wrongful confiscation upon appeal, much unnecessary expense may be incurred by us. I have the honour to inclose herewith the Acting Sub-Commissioner's despatch, giving the actual sums paid in all these cases.

Two claims were made before me at Malindi, in one of which I agreed to grant, while in the other, I refused compensation.

The first was the case of one Saleh-bin-Ishmoun, two of whose slaves were requisitioned by the military as porters at the time of the Mazrui rebellion, not only without his permission but against his will. Both these slaves apparently ran away either during or immediately after the operations, and found a refuge at Rabai Mission. In view of the fact that the Government had had the labour of these slaves as porters for several months without their master, who is a poor and respectable man, receiving a penny for or from them, and of the difficulties under present circumstances of getting them back from the Rabai Mission settlement, I thought the best course was to buy their freedom, which I did for 75 rupees each (they being both strong able-bodied men), and thus at once to settle their master's claim and enable them to return as free men to Malindi. This case being a somewhat different one from the others referred to, where distinct miscarriages of justice had occurred, I paid the money myself out of my private purse, and I shall be quite prepared for your Lordship to decide that I cannot claim that it should be refunded me. My action was only due to my earnest conviction of the importance of doing nothing which can shake these people's confidence in our justice.

The other case was that of an Arab who proceeded two years ago to Ribe (United Free Methodist Mission) to attempt to recapture his runaway slave, and was, so he alleged, assaulted and driven back by the Mission people, and on returning with a stronger force to help him in the recapture found the slave had disappeared. In this case I did not think I was bound to give further assistance, pecuniary or otherwise, especially as my help was now invoked for the first time. I may, however, point out in connection with it that the system recommended by the Law Officers of leaving owners to recapture themselves is apt to lead to a good deal of fighting and occasional bloodshed should the slaves or their friends, as sometimes happen, resist and draw the knife,

and that the position of the local British officer, if appealed to by either party for support, may be one of considerable embarrassment.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 203.

Mr. MacDougall to Sir A. Hardinge.

(No. 83.)

Sir, *Lamu, December* 29, 1898.

I HAVE the honour, in reply to your despatch No. 52 of the 24th ultimo, to inform you that in accordance with your instructions to compensate various persons residents in Lamu and Patta, for slaves belonging to them, who had obtained papers of freedom inadvertently by the local Administration—

Bwana Kitini of Patta was paid 350 rupees as compensation for five slaves, at an average rate of 70 rupees each, which rate was fixed by the Livali and the Kathi, and which is considered most reasonable in accordance with local conditions.

Mohamed-bin-Omari Mataka was paid 1,400 rupees compensation for twenty slaves at the same average rate of 70 rupees each, and a compensation of 105 rupees for three aged slaves, at an average rate of 35 rupees each.

The same person applied for compensation for another slave, who obtained his freedom on the score of his having been at Jongeni. I, however, declined to entertain such an application, on the ground that the slave in question was not confiscated, that he was merely treated in common with others, who had been found to have been actively assisting persons who had rebelled against Her Majesty's Government.

With regard to various other claims made by Mohamed-bin-Omari, such as for a stone house, grain, &c.: so far as I understand, the house referred to had been sold by public auction in satisfaction of a small claim against Omari-bin-Mataka, the balance of the proceeds had been duly refunded to the defendant; as regards the grain, I have been informed by the Wali of Siu that it was either appropriated by the slaves themselves or left to decay in the fields.

With regard to Mwana Esha's claim for compensation for twelve slaves belonging to her, who obtained letters of freedom contrary to law, the Acting Judicial Officer of the Chief Native Court, in going through the case when at Lamu, found that a single witness of verbal "Tadber" was illegal by "Sheria," and therefore ordered that the appellant be paid compensation for only six slaves, to which she was entitled by "Sheria;" the sum of 420 rupees was therefore paid to her, being an average of 70 rupees per slave. With reference to the claim of Fatima-binti-Bwana Fumo, you are already aware that it had been settled anterior to your departure from Lamu for 300 rupees, and this amount will be recovered from the witnesses who gave false evidence before the Court, namely, Banonge and Hamis, the Headmen of the said slaves.

As desired, I have been especially careful in awarding compensation only for slaves inadvertently freed in the Zanzibar dominions, who had been born anterior to the Proclamation of His Highness Saïd Kalifa, dated the 1st January, 1890.

I have, &c.
(Signed) K. MacDOUGALL,
Her Majesty's Acting Sub-Commissioner.

No. 204.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 54.)

My Lord, *Mombasa, February* 9, 1899.

I HAVE the honour to transmit herewith a copy of a letter which the Rev. H. K. Binns, of the Church Missionary Society, has asked, on behalf of Bishop Tucker, may be published as an answer to certain despatches of my own in "Africa, No. 6, 1898," respecting the attitude of the missionaries in this Protectorate towards the question of Mahommedan domestic slavery, more especially with reference to the reception by the Missions of fugitive slaves.

I have at the same time the honour to transmit a copy of my reply to this letter, and

to express a hope that it may be given equal publicity with the latter should your Lordship see fit to accede to Mr. Binns' request.

Now that Bishop Tucker is about to sever his connection with this part of his former diocese, it may be hoped that the last echoes of this wearisome controversy will die away.

A new Bisbop, who ought to have learnt in India to tolerate alien deeds and social customs, has to deal with a new situation which has practically been settled in a sense favourable to the wishes of the missionaries, and if the forces of East African clericalism have triumphed over both official and native opposition, it is not too much to ask of their future chief that he shall use the victory won with moderation.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 204.

The Rev. H. Binns to Sir A. Hardinge.

Dear Sir Arthur Hardinge, *Freretown, Mombasa, December* 7, 1898.

BISHOP TUCKER has called my attention to a letter of yours in Blue Book, "Africa, No. 6, 1898," which is dated Zanzibar, the 5th July, 1897, especially with regard to your remarks on the action of the missionaries in these parts in the matter of runaway slaves.

I may say at the outset that the missionaries of the Society have never encouraged "slaves to leave their masters and settle on Mission lands by better terms than any native land-owner could afford to offer them." The missionaries have never been in a position to make terms with runaway slaves, neither have they had any land offered them.

The only place where any considerable amount of land belongs to the Society is at Freretown, where this trouble has not arisen. At Rabai only a small piece of land, that originally granted by the Rabai Elders to the Mission, together with a few small patches purchased for the occupation of African cultivators who were brought from a Government farm in India, has been claimed by the Mission.

The missionaries, myself included, have done their utmost to prevent these people from coming to the Mission stations, and have sent hundreds away. On the other hand, it is clear that during the years the Rev. N. H. Jones was in charge, large numbers were allowed to settle in the immediate neighbourhood, and they cultivated waste lands between Kisulutini and the Duruma country, and these became assimilated amongst the adherents of the Mission. Over the land thus cultivated the authorities of the Mission had absolutely no control.

A slave coming from any of the neighbouring coast towns was never knowingly allowed to settle near the Mission premises in my time; those who came from Giryama were allowed to remain, as Sir John Kirk told us slavery amongst the Wanyika was not recognized by any Treaty.

Many undoubtedly came under false pretences, and it was impossible for the missionaries to find out their antecedents.

You infer that the Missionary Societies have used their capital and influence in unfair competition. I beg to say, with regard to the Church Missionary Society, it has no capital—its funds consist entirely of voluntary contributions; if this income is what you mean, allow me to say that not one single pice of this capital has ever been used in the way you infer, neither is it available for such purposes.

You will find that the majority of children we have ever had in our schools at Rabai are the children of Wanyika. I cannot call to mind a single family of children of coast slaves.

It is quite true that all who came were expected to conform to certain rules and send their children to school, but members of these were not slaves at all.

You write: "The Imperial British East Africa Company checked it, not without many unpleasant disputes, by compelling the Missions to restore slaves who were claimed by their masters." I beg to say that the Mission never has been, never could be, compelled to restore (that is, to be the active instrument in restoring) slaves who were claimed by their masters. All the Imperial British East Africa Company did was to send up an askari or two with the owners of the slave claimed to bring him down if found; this liberty has never been denied to any one. Before the advent of the Company, the slave-

owners were at liberty to come to take their slaves if they wished. Very few, certainly, availed themselves of the liberty, but some did; they were mostly afraid, as they were afraid to go to Makongeni and other runaway-slave towns, as the slaves stand by one another, not that they would be sheltered by the missionary. I have myself seen some slaves taken away, and I could not legally prevent it, though I should like to have done so; sometimes I have had to protect the masters.

You infer, also, that the rebellion of 1895–96 was in some way connected with the runaway-slave question. I believe it arose solely out of a dispute as to the Governorship of Takakungu. Previously Mbaruk had been on friendly terms with us. Missionaries had entertained him and his followers at Rabai on several occasions and met him in other places. His rebellion at this time was against Europeans generally, and I think I may safely say that the Government had nowhere such loyal adherents as on the Mission stations, and we were applied to for guides and other helpers who could be trusted, and officers, both naval and military, have spoken in high terms of their faithfulness.

The missionaries have not been, in any large sense, employers of labour; the populations of our stations have been free to serve under whatever master they might choose, and have so served as porters, askaris, &c., for Government and others, or to return to their masters, as many did.

Many lazy vagabond slaves no doubt there are, as there are many free men who deserve similar epithets; these characters have not found chartered sanctuaries on the Mission lands; on the contrary, such slaves have always been expelled from lands over which the Mission had any control.

As to slaves running away, the matter is entirely in the hands of the Government, which has its officers all over the country; but as slaves did not commence running away from their masters on the advent of the missionaries (thousands living in the forests long previously), it is not likely that they will cease to run away now, and they must go somewhere.

The action of Her Majesty's Government in capturing and liberating slaves upon high seas (there is no record of slaves running away to the Missions previous to this, though they ran away to go elsewhere) placed every white man in the country in a false position; he was looked upon as the friend of the slave, and, to a certain extent, was bound to pose as such, and yet he could do little to help them in a lawful way, hence our hands have been, to a certain extent, forced, and as our sympathies have always been with the slaves, it is not difficult to see how this matter of runaway slaves reached such large proportions and become such a complex question—it can only find its solution in the total abolition of slavery.

It is an easy matter for you and the slave owners to lay all these troubles at the missionaries' door, but what about the slaves who run away to go elsewhere, what about the hundreds who joined Mubarak, or those at Makongeni, and other similar places, or those who go up as porters and never return to their masters, and who eventually reach the towns in the German territory? I think, in common justice, you ought to say that the slave will run away whether the missionary receives him or not, and has been doing so for generations; and allow me to add my conviction, apart from the legal question, that it is better that the slave should go to the Mission than elsewhere; he is thereby helped to be a better man, as can be proved by hundreds of cases, and therefore a more useful member of society.

May I ask you to give this letter equal publicity with that of yours to which I have referred.

I am sending copies to the Bishops and to the head-quarters of the Society.

I beg, &c.

(Signed) H. K. BINNS.

Inclosure 2 in No. 204.

Sir A. Hardinge to the Rev. H. Binns.

Dear Mr. Binns, *Mombasa, February* 9, 1899.

I HAVE to apologize for my long delay in replying to your letter of the 7th December about the slavery question, but the last month of the old year and the first of the new year are specially busy times, as the Estimates both for the East Africa and Zanzibar Protectorates have to be prepared, and, in the present instance, I have had a good

deal of work, necessitating my going to Lamu, in connection with the plague cases on board the "Bhundara."

Let me try to deal one by one with the points you raise in your letter:—

1. You say that the missionaries, yourself included, have done their utmost to prevent Watoro from coming to the Mission stations. I have nothing to say against yourself personally. You have had the manliness and moral courage te express openly and in print opinions on this question of domestic slavery which were at variance with popular prejudices and the well-known views of your Bishop, and which some missionaries who, as I know, share them in private, would perhaps have shrunk from avowing before the world; and I feel entire confidence in your individual justice and impartiality as between masters and slaves, being convinced that your sympathy for the natives of East Africa is not confined to any one race or class. I may add that I have had no complaints from natives about Freretown during the time you have been in charge there, though, according to the Blue Books, that station, under earlier incumbents, was much what Rabai is now.

There can, however, be no doubt that Rabai, at any rate, and to a somewhat lesser extent Ribe and Mazeras, were, when the Company first assumed the Government, regular recognized asylums for Watoro, and that the attitude of the missionaries in charge there was a source of serious danger. Wbether Mr. Jones was solely responsible, as you seem to think, I do not know, but he was the regular Church Missionary Society native clergyman, and the Mission cannot divest itself of all responsibility for his acts. The strongest charges made against the Missions are to be found, not in any letters of mine, but in the writings of Major Lugard, who was employed by the Company to deal specially with this question, and in the official Reports of the then Consul-General, Colonel Sir Charles Euan-Smith, and of the Administrator, Mr. George Mackenzie. These gentlemen are all three zealous Abolitionists, and cannot be suspected of any Arab or pro-slavery bias. I will only quote a few extracts from Major Lugard, Colonel Euan-Smith, and Mr. Mackenzie. Such extracts might easily be multiplied, but these few will, I think, be sufficient to show that your statement that the Missions never encouraged slaves to find refuge at Rabai and other stations cannot, to say the least of it, be accepted without qualification.

Major Lugard writes as follows ("Rise of our East African Empire," vol. I, p. 222):—

"Many years ago, in the earlier days of the Church Missionary Society's advent in Africa, the Mission stations had become refuges for runaway slaves. I have already explained (p. 170) that the slave was and is still the legal property of his master, and that from the point of view of the Arab to steal a slave or harbour him if he runs away (which is practically the same thing) is identical with the theft of a horse or ox in England. The Arab saw his slaves appropriated by the missionaries. By them they were given work to do, made to obey rules, and not allowed to run away. He could not see no difference in their status. 'I buy my slaves with my own hard cash, or I expose my life and fight for them,' he bitterly said, 'and then you missionaries steal them from me, and make them your own slaves without purchase.' For a time the storm gathered but did not burst. At length the Arabs could stand it no longer; they declared their intention of attacking the Mission stations and recapturing their legal property. Sir John Kirk told the Missions that if the owners came with the Sultan's officials he could not resist the law of the land; but he restrained the Arabs for forty-eight hours, and the missionaries gave a distinct pledge that they would never again harbour slaves. The fugitives were warned to escape, and most of them joined an outlaw Arab Chief named Mbarak, while a few returned to their masters, and the Missions were saved. Several years passed by; the Missions had forgotten their pledges. By carelessness or by a thoughtless and misdirected zeal they again allowed slaves to take refuge in their stations. The Arabs behaved with much forbearance, and took no measures of reprisal."

Again (p. 297 of the same work):—

"I pointed out to Bishop Tucker that long ago the Church Missionary Society had given a pledge to Sir John Kirk when he extricated them from the reprisals threatened by the Arabs that they would never again harbour runaway slaves. This pledge had not been kept, and its violation had led to the difficulty in 1888, when for the second time they had been extricated by the free ransom of the slaves on the initiative of the Company. They then again repeated their pledge for the future. I stated that already (early in 1890) this promise had again been broken. This was denied. I went to Rabai, and there, in the presence of Mr. Fitch, the resident missionary, who helped me in every way, and was not in any way responsible in the matter, since he had only recently taken charge of the station, I enrolled the names of 154 fugitives."

I add two extracts from despatches addressed to Her Majesty's Government by my predecessor (Sir Charles Euan-Smith), and published in the Parliamentary Blue Book "No. 10, Africa, 1889."

Writing on the 11th January, 1889, Sir Charles says:—

"I would venture to call your Lordship's special attention to the Circular letter addressed by Mr. Mackenzie, on behalf of the Company, to the various Mission stations, with regard to the future harbouring of runaway slaves. With the terms of that Circular I would express my general concurrence. The measure proposed in this letter by Mr. Mackenzie, that, at the Mission stations themselves, runaway slaves seeking refuge should be arrested and sent to the Wali in order that their cases may be inquired into, may, indeed, at first sight appear harsh and unusual; but I am convinced that by such measures alone can the Arabs be led to believe that the missionaries are in earnest in their declaration that they do not wish and do not seek to provide a refuge for fugitive slaves in their Mission stations. Some of the Missions seem to have implied that Mr. Mackenzie wished them to countenance the Slave Trade by asking them to send back runaway slaves, but this implication is as unjust as it is ungenerous. Had it not been for the recent action that has been taken on behalf of the runaway slaves, I believe that within a short time the Mission stations would have become untenable, and I have no hesitation whatever in affirming that, had not the late exhaustive inquiry been determinedly pressed to a successful conclusion, so great was the hatred, so bitter was the sense of injury felt by the Arabs towards the Church Missionary stations at Freretown and Rabai on account of the runaway slaves, that these two stations would inevitably have become the object before many months were over of an open and violent attack directed solely against them.

"From such consequences they and possibly other neighbouring stations have been saved by the action of Mr. Mackenzie. It is surely not too much to expect that they should now work honestly and sincerely to consolidate the good that has begun. If, from a mistaken view of their duties towards humanity, the missionaries, however, continue to receive runaway slaves, all that has been done will have been labour lost. The old feeling of hatred and discontent will return among the Arabs, and the Missions themselves, sooner or later, will undoubtedly perish.

"The Church Missionary Society has made a good start with reference to the prevention of the reception of future runaway slaves; everything, however, depends upon the manner in which the missionaries, as a body, consistently and unfalteringly carry out the system of prevention.

"The matter is one of so great importance, not only as regards the missionaries themselves, but as affecting the future success of European enterprise in East Africa, that I trust your Lordship may see fit to bring it prominently to the notice of the various Missionary Societies concerned therein."

In March 18 of the same year, Sir Charles wrote as follows:—

"I have the honour to forward, for your Lordship's information, copy of a letter addressed by me to the missionaries of the various denominations who have established themselves in the neighbourhood of Mombasa, in which I endeavoured to impress upon them the necessity, in their own interests, of their endeavouring earnestly and loyally to put a stop to the practice which has hitherto existed of harbouring runaway slaves within the limits of their various stations.

"The only reply I have received to this letter has been a communication addressed to me by a Mr. Carthew, who is at present in charge of the United Free Methodist stations at Ribe and Jomvu.

"In the latter station, which is the one where Mr. Carthew personally resides, 130 runaway slaves were recently discovered by Mr. Mackenzie as having been harboured for some considerable time.

"Mr. Carthew's letter shows how completely he fails to appreciate the local conditions under which he has to conduct his important work. An open hostility to the Arabs and Swahilis on the part of the missionaries settled in their midst facilitates at the outset the failure of missionary enterprise.

"I greatly regret that the Missionary Societies at Mombasa, who in this matter show a wide divergence of action from the Universities' Mission, cannot be brought to see the importance of this question of harbouring runaway slaves. Mr. Mackenzie has officially reported to me, that notwithstanding all that has been recently done in order to clear up this vexed question, two slaves, fugitives from their master at Mombasa, had been quite lately found harboured at the Church Missionary station at Freretown. Mr. Mackenzie himself went over with the owners of these slaves, and with some difficulty arranged for their restitution. The incident is most unfortunate; it will serve to arouse again the

deep-seated suspicions of the Arabs that the missionaries are their enemies, wishing to gain possession of their slaves at all costs.

"I have warned the Superintendent of the Church Missionary station at Freretown, and I have asked him to communicate the warning to the Heads of other Missions in the neighbourhood, that if the missionaries persist in maintaining this system, which has existed for so many years past, it will be impossible to answer either for their own personal safety or, indeed, for the continuance of the Mission stations. The hostility that has been aroused during the last ten years by the action of the Freretown Mission has not been extinguished by the recent purchase of the freedom of the harboured slaves, and the Arabs specially believe that the missionaries would never have acted in the matter at all unless they had been compelled to do so. I greatly fear that, should a favourable opportunity arise, this hostility may still be destined to find active expression, unless, indeed, the missionaries adopt an entirely new course of procedure with regard to the fugitive slaves that seek refuge in their stations."

"I have, &c.
(Signed) "C. B. EUAN-SMITH."

The following is the Circular above referred to :—

"*Circular addressed by Colonel Euan-Smith to Missionaries in British Sphere.*

"Dear Sir,

"You are aware of the recent inquiry that has taken place at Mombasa regarding the reception of runaway slaves at the various Mission stations in that neighbourhood. The inquiry brought to light the very significant fact that over 1,400 runaway slaves were found to be harboured therein, of which the large majority, over 900, were discovered in the Church Missionary station at Rabai. Almost two-thirds of the entire body of fugitive slaves were slaves who had escaped from their Arab masters at Mombasa or other coast ports. To these facts, doubtless, is due in a great measure the marked hostility which the Mombasa Arabs have for so long past displayed towards missionary enterprise, a feeling which, however, it may now be hoped has been greatly conciliated by the wise, humane, and generous action of Mr. George Mackenzie who, on behalf of the Imperial British East Africa Company, induced the Arab owners of these slaves by large money payment to confer upon them their freedom.

"It is evident to me that this action of Mr. Mackenzie has for a time disarmed the hostility with which the Arabs under a sense of unmerited wrong, have for some time past regarded all missionary enterprise in the neighbourhood of Mombasa, and it now rests with the Missionaries themselves to take advantage of the present state of good feeling, and to make the Arabs believe that the policy initiated by Mr. Mackenzie will be faithfully and loyally carried out by themselves. It is to my mind of so great an importance that all just fears should be removed from the mind of the Arabs as to their runaway domestic slaves being received and welcomed and encouraged by the Missionaries of the various denominations, that I have thought it advisable to address you on this subject.

"I would most earnestly request your co-operation on the three following points :—

"1. That no slaves are allowed to remain within the limits or under the protection of your Mission unless each slave has either a paper of freedom or a paper of permission to reside within such limits.

"2. That a careful watch be kept, and if possible no runaway slave be received in the native huts of the Mission except in case of severe and patent ill-treatment.

"3. That in case of any runaway slave being received within the settlement either on account of ill-treatment or through his having entered without the knowledge of the Mission authorities, he should at once be sent back to the Wali of Mombasa in order that his case may be inquired into in the presence of one of the Mission officials, and justice be done. In case of apparent injustice, an appeal will always lie to this office.

I believe that if these measures are carried out loyally and humanely the Arab and Swahill slave owners will soon relinquish their present fears as to the *bona fides* of the missionaries, and that the domestic slaves themselves will, except in cases of real ill-treatment cease, to attempt to find an asylum within the Mission stations.

"I have, &c.
(Signed) "C. B. EUAN-SMITH."

Mr. George Mackenzie on the 5th January, 1889, wrote as follows to the Reverend Mr. Carthew:—

"Dear Sir,

"As I am reporting fully to Her Majesty's Consul-General the steps taken with regard to the runaway slaves found at your stations, I presume I am correct in informing him that, since you had timely notice of all the measures which I have adopted, the slaves produced when General Mathews and myself took a list of them early in November embraced all the runaways harboured throughout your entire stations, and that you have none under your protection now but those to whom papers have been issued by me.

"I have, on your behalf, given the most solemn and positive assurances to the Walis and people at the principal coast towns visited by me that for the future you had faithfully promised that on no account would you harbour any runaways. It is therefore necessary that measures should be taken so that this is rigorously enforced. While I am aware that you are not responsible for, and cannot prevent, the slaves running away from their masters, and that it is not incumbent upon you to arrest the same, still I feel satisfied that if, in the first few instances now occurring of runaway slaves entering your stations, you were to have them arrested and sent down to the Liwali here, it would have a very great effect on the minds of the people, and assure them that we were in earnest in our promises; I am confident it would be the most effective and simplest means of letting the runaways see that there is no use their attempting to enter your station, and only one or two examples would be necessary to show this. Did you do so, I feel sure we would all be saved much subsequent trouble.

"I am quite resolved to take any amount of trouble to check the persistent breaking of the law, which I consider the action of the past to have been; and as an inspection will probably shortly be made of the stations, I would earnestly urge you to insist upon all the slaves not holding papers to quit at once, while they have the opportunity of sheltering themselves elsewhere. I continue to receive constant complaints of slaves still being taken in at the Mission stations. In each case I have invited the complainant to proceed in person to the station, and there to ascertain from the officer in charge whether the slave is free or not.

"I trust to your giving orders that all the coast people visiting your stations for this purpose will be properly received and assisted in their search. Should it be otherwise, doubt will be thrown in the native mind which will be very prejudicial to your own and our interests.

"I remain, &c.
(Signed) "GEORGE S. MACKENZIE."

So much for my predecessors.

When I came to this country over four years ago the runaway-slave question was temporarily dormant, as a consequence of the settlement effected by Mr. Mackenzie in 1889, and of the Circular above quoted of Sir Charles Euan-Smith. The right of the Company to compel the Missions—I will not say actively to restore, but what comes to the same thing—to acquiesce in the restoration to their masters by the Administration of runaway slaves who had fled to their stations was generally recognized, though Mr. Jenner had trouble on the subject with both Mr. Carthew and Mr. Ormerod. Then came the Mazrui rebellion, during which the question continued to slumber for other reasons, so it was not till I came back from leave early in 1897 that I had any experience myself of the attitude of the Missions with regard to it. I had heard, of course, from others—such as Sir Lloyd Mathews, Mr. Pigott, Mr. Berkeley, &c.—that there had been trouble with them a few years previously, but I had not had so far any personal knowledge of the matter.

When I returned from leave, the people of several coast towns, such as Malindi, Takaungu, &c., complained to me that their slaves, many of whom had been unsettled by the war, were, and had been ever since the suppression of the rebellion, running away to Rabai and Ribe, where they were allowed to occupy Mission land. It so happened that, when in England, I had had an interview at the Foreign Office with Bishop Tucker in Mr. Curzon's presence, at which the Bishop complained of the old practice of sending askaris to take runaway slaves away by force. I therefore tried to settle the difficulty with which I found myself face to face in a pacific and conciliatory spirit. I went to Rabai myself and saw Mr. Jones (Mr. Smith was temporarily absent), and I sent Mr. Wilson to Rabai, Ribe, Mazeras, &c., to ascertain what number of slaves were there, and to endeavour to arrange some settlement which should, if possible, be fair and

acceptable to masters, slaves, and missionaries alike. I quote the following passage from Mr. Wilson's report to me:—

"The principal slave owners, sooner than complain, allow their slaves to do just as they like; consequently, many of them run away to the Mission stations at Ganjoni, Rabai, and Ribe, where they are offered an asylum and a life of comparative ease. During my experience when visiting these places, all I could make out was that an attendance at church was required of them, in return for which they received a plot of ground to build upon and do whatever cultivation they liked."

Mr. Wilson found it very difficult to do anything at the Missions. Mr. England and Mr. Howe seemed disinclined to help him, and Watoro continued to come in and to be given permission to squat in the stations without any inquiries by the local clergy in charge.

Meanwhile, the question of slavery on the mainland had engaged the attention of Parliament, owing to the pledge given by Her Majesty's Government to abolish it in Zanzibar, and, in consequence of a statement made by the Attorney-General in the course of a debate, I received orders from home to cease from arresting and restoring slaves even within the Sultan's territory on the sole ground that they were fugitives. The Attorney-General's opinion that such arrest and restoration were illegal, which was the original ground of this instruction, was, as you will see by the latest Blue Book, considerably modified on an examination by the Law Officers of the peculiar local laws of this country, but the old practice was not reverted to, and Mr. Hollis, Assistant District Officer in Rabai, informs me that slaves who do not care to work, or who are bad characters or vagrants, have been steadily pouring into Rabai and Ribe at the rate of twenty or thirty a-month, and are usually allowed to squat on the land claimed by the Missions, which at Rabai is, I fancy, rather more extensive than your letter would lead me to suppose, and includes a large part of the town. As the masters have practically given up all hope of getting them back, Mr. Hollis is scarcely ever called upon to settle these cases by endeavouring to effect, which is what we now try to do, a voluntary arrangement between masters and slaves by which the latter shall agree to buy their freedom; but he informs me that, in an instance in which a slave woman was summoned by one of the Courts to Mombasa, he was told by Mr. Smith that the latter had orders from Bishop Tucker to resist the Courts and to go to prison if necessary, rather than allow her to be sent down. How the matter ended I do not know. I suppose it was compromised somehow.

2. You say that I imply that the rebellion of 1895 was in some way connected with the runaway slave question, whereas it really arose out of a dispute about the Governorship of Takaungu. What I wished to convey, in reply to a despatch asking for a full analysis of all the causes of the rising, was that the dispute about Takaungu was merely the pretext and occasion for the revolt.

A feeling of discontent with European rule and general restlessness had for some time past prevailed among several Arab Chiefs along the coast, and one among the causes of their discontent was the anti-slavery policy with which all Englishmen in the country, whether officials or missionaries, were in a greater or lesser degree identified. I believe that if there had been no succession question at Takaungu we should have come to blows sooner or later with Mbarak, and that the slave question added fuel to the rising, although it did not actually provoke it. The adhesion of Hamis-bin-Komba, which carried with it the revolt of the whole of the northern part of Mombasa district, was, I think every one will tell you, largely due to the resentment with which he in particular had for many years past regarded the harbouring of Watoro by the Missions. In the days of the Company it was constantly reported that he was meditating an attack on Freretown, and I have been assured on good authority that he attempted to induce Salim and Mbarak to join him with this object at the time of the revolt on the German coast. Irritation at our anti-slavery policy, which found its strongest exponents in the Missions, was to my mind an important factor in the rising, and I think this opinion is very generally shared by other Europeans.

3. You go on to observe that the funds of the Church Missionary Society are not employed in competing with native owners in the labour market. I did not say that they were. What I did and do say is that Watoro who go to Rabai are allowed to squat on land claimed by the Missions without paying rent, and to maintain themselves by doing as much or as little work as they please and keeping all they can produce, so long as they conform to certain Mission rules, *e.g.*, sending their children to school, &c. But a native land-owner cannot give allotments gratis. He expects his slaves, if they occupy and cultivate his land, to give him a *quid pro quo* in work, or to pay him at least some portion of their produce. He has not, like the Church Missionary Society or other Missions, thousands of pounds every year from the charity and piety of the faithful, and therefore

he looks to his land to support his family and himself. If his slaves find that by going to a Mission station they can get a plot of land without having to pay rent, either in work or kind, can keep whatever they earn, and are protected against being sent back, the Mission, as a land-owner rather than as an employer, will draw to itself, by the more advantageous condition obtainable on its land, the industry, such as it is, of the adjoining plantations and coast towns.

Meanwhile, the State, by the high wages it offers on the Uganda Railway—wages which no native agriculturist can possibly pay—has made it practically impossible for the Swahili shamba owner in the Mombasa district to obtain free labour if he wished to, whilst Government and the Missions combine in different ways to render it difficult for him to retain his inherited or purchased slave labour. He is therefore in a very bad way indeed, and I think that the action of the Missions, particularly within the last two years, is largely, though not of course entirely, the cause of it. I do not "lay all the trouble at the missionaries' door." I have never shrunk from admitting our own responsibility as an Administration; but I believe that if the Missions were to refuse to give Watoro permission to settle on their lands and stations—save in exceptional cases, such as bad treatment by their masters, or having no home of their own—the influx which Mr. Hollis says is constantly going on would diminish, and these people would have less temptation to leave their own villages, where, whatever may be said about slavery in the abstract, they generally in practice have a very easy and comfortable time. Makongeni and Uganda are not cases in point. The Arabs quite understand that outside the Sultan's border they cannot recover their slaves, but what they complain of is that we will not enforce their legal rights, which we have pledged ourselves to do, in places like Rabai, &c., which are in the Zanzibar territory. And the unwillingness of the Government to allow us to enforce these rights is the result, in some degree at least, of the influence of the Missions and of the efforts of their representatives at home.

I hope the above explanation will make my meaning clearer to you than it appears from your letter to be. I shall send home a copy of my reply, as well as of your letter, but as to whether the Foreign Office will think it necessary or desirable to publish the correspondence is a matter on which I can give no opinion.

Yours sincerely,
(Signed) ARTHUR H. HARDINGE.

P.S.—Since beginning this letter, I have seen a letter in the "Times" on this subject from Bishop Tucker, in which he accuses me of inconsistency for saying in the same breath that the Missions harboured and ceased to harbour fugitive slaves.

The above quotations will show that what I meant to say, and what is the fact, was that they did both at different times. I do not think it necessary to discuss his Lordship's attacks on myself individually, as these are personal matters which do not touch the question of principle. He seems to think it a brave thing to "dare to criticise the policy of the Consul-General," by which I suppose he means that of Her Majesty's Government (since in the nature of things I can have no policy apart from theirs), as if this were not done every day by every writer in the Opposition press.

To declaim against British officials for tolerating slavery may have needed some courage in the time of Wilberforce and Clarkson; it is but a cheap and hackneyed road to popularity to-day. He has evidently misunderstood the Attorney-General's exposition of the law; it is given very fully in Lord Salisbury's despatch to me of the 15th June, which appears in the Blue Book under discussion.

A. H. H.

No. 205.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 55.) *Mombasa, February* 9, 1899.

My Lord,

I HAVE consulted the judicial officer on the subject of the draft Regulations for the examination of cattle which your Lordship did me the honour to forward in your despatch No. 346 of the 23rd December, 1898, and I have the honour to inclose a copy of a Minute with which he has furnished me. Your Lordship will observe that Mr. Cator considers Mr. Gray's draft to be quite suitable to the circumstances of the Protectorate, but merely suggests certain slight corrections in five of its Articles. I

agree with these corrections myself, with the exception of the last, as I see no objection to the simultaneous existence of different local Regulations in different provinces, and, indeed, can easily imagine circumstances in which such a condition of things might be necessary. Precautions as to the movements of cattle for example, which might be indispensable in Ukamba or along the Uganda road during an outbreak of rinderpest, might be both irritating and inapplicable in Jubaland, and might therefore do more harm than good.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure in No. 205.

Minute by Mr. Cator.

THE only suggested alterations that I would make in this Order are as follows:—

Article 2 (last line). Instead of "to the Sub-Commissioner or District Officer" insert "to the nearest District Officer or Assistant District Officer."

Article 3 (1st line). After "Sub-Commissioner" add "of each province."

Article 8 (1). At the end of the sub-section add "and no others."

Article 9. I would extend the power of entry and examination to all administrative officers.

Article 10. I would substitute "the Commissioner" for "the Sub-Commissioner," so as to prevent the possibility of different Regulations being simultaneously in force in adjoining provinces.

(Signed) R. B. P. CATOR.

Mombasa, February 8, 1899.

No. 205*.

Sir A. Hardinge to the Marquess of Salisbury.—(*Received March* 18.)

(No. 60.)

Mombasa, February 11, 1899.

My Lord,

I HAVE the honour to transmit herewith, with reference to your Lordship's despatch No. 359 of the 29th December, 1898, a Memorandum showing the alterations which we decided at a meeting consisting of Mr. Collinson, Mr. Cator, Mr. Craufurd, and myself, to recommend should be inserted in the amended East Africa Order in Council.

Most of these alterations are unimportant, with the exception of the one enabling the Commissioner to exercise the powers of the Local Government in India in the matter of appointing or altering the powers of Magistrates, without the previous or subsequent assent of the Secretary of State. We think that as the Commissioner has this power already under your Lordship's Order of the 19th* May, 1898 (though Mr. Cator dissents from the view held as to the effect of that Order by Mr. Cracknall, Mr. Collinson, and Mr. Gray), and as its exercise without reference home may be often a convenience and saving of time, it would be a pity to take it away or restrict it by any subsequent enactment. Mr. Cator explained that when he discussed the Order with Mr. Gray in England, he had throughout assumed that the Order of the 19th* May did not give him this power, his view being that it could not do so without conflicting with the principal Order, but he considered it desirable that it should be given.

The clause in "7 (*a*)," as far as "circumstances admit," existed in the original Zanzibar Order in Council and was found very convenient in a country where the literal application of Indian Statutes is not always possible in every detail. Thus the Indian Land Acquisition Act directs that certain proceedings must be preceded by a notification in the official Gazette. There is no official Gazette at Mombasa, but Messrs. Charlesworth's counsel contended that the Act required one; that if it did not exist it should have been called into existence for the purposes of the Act; and that the omission of this legal formality invalidated all subsequent proceedings. The suggested clause would cut the ground from under purely technical arguments of this nature.

* *Qy.* May 1.

I transmit herewith copy of a private note from Mr. Cator adding certain suggestions and remarks. I agree with him in thinking that a clause providing for the mode of appointing Judges under the Civil Procedure Code should be inserted, but I do not think we need provide for the punishment of offences against international law, as these offences would in any case be punished, where punishable criminally, by the Tribunals of the State within whose jurisdiction they were committed. The case which Mr. Cator referred to as having been dealt with by Mr. Craufurd was that of a Greek subject, whom he tried for some petty offence, as Greek Consul.

I pointed out to Mr. Craufurd, however, that Greek subjects having never had a Treaty giving their Consuls jurisdiction in the Zanzibar dominions were "foreigners" for the purposes of the Order in Council, and should, therefore, be dealt with just like British subjects or other persons, subject to the Order in accordance with its provisions.

I have, &c.
(Signed) ARTHUR H. HARDINGE.

Inclosure 1 in No. 205*.

Amendments to Draft Order in Council inclosed in Mr. Gray's letter of November 27 to the Foreign Office.

3.—(1.) AFTER the word "Protectorate," in the third line from the bottom of the page, add "with the consent of the Commissioner in writing."

4. Delete the words "by the Secretary of State, or with his previous or subsequent assent."

(4.)—(*a.*) Insert the following clause: "The powers of revision exercisable by the High Court under Chapter 32 of the Criminal Procedure Code shall be exercisable by the Protectorate Court as well as by the High Court."

5. In fourth line insert the word "full" before the word "Court," and in lines six and seven delete the words "by the Secretary of State or with his previous or subsequent assent."

(7.)—(*a.*) In Article 11 (*b*) of the Principal Order add the words "so far as circumstances admit."

Mombasa, February 13, 1899.

Inclosure 2 in No. 205*.

Mr. Cator to Sir A. Hardinge.

Ras Serani, Mombasa, February 11, 1899.

Dear Sir Arthur,

I RETURN the draft amendments to the Order in Council, in which I have inserted in black ink a provision giving the Protectorate Court revisionary powers as arranged yesterday afternoon, and an amendment as desired by Craufurd making applied acts only effective "so far as circumstances will admit."

I have checked the repealed Articles and they seem to be correctly cut out in consequence of the preceding amendments.

I have looked at the Civil Procedure Code and see no provision there for the appointment of Judges, and am doubtful under what statutory power they are appointed and who appoints them. This should be attended to before the amended Order is passed to insure that the powers given to you or the Secretary of State enable you to make all appointments.

Hamilton has raised a question that ought to be dealt with.

By what Court should offences infringing those Acts which are prohibited by International Treaty be tried? Should it be by a Consular Court? And should there be a right of appeal? He believes that there was a case not long ago which was heard by Craufurd, and that Craufurd took it as a Consular Judge, and told the parties that there was no appeal from his decision; but he only repeats from hearsay and may be wrong in his account of what happened.

So far as I know, all Consular judicial power as such has been abolished but however, that may be, I think that the Order in Council should specify by what Court and with what rights of appeal such offenders should be dealt.

Believe me, &c.
(Signed) R. B. P. CATOR.

P.S.—I return Craufurd's copy of the Order in Council, together with the draft amendments. Will you kindly let him have them.

R. B. P. C.

No. 206.

Mr. Cave to the Marquess of Salisbury.—(*Received March* 18.)

(No. 72.)
My Lord, *Zanzibar, February* 23, 1899.

I HAVE the honour to transmit herewith, with reference to your Lordship's telegram No. 26 of the 28th ultimo, and to previous correspondence, on the subject of the landing of the cargo from the steam-ship "Bhundara," copy of a letter which I have received from Sir Lloyd Mathews, setting forth the reasons which have induced him to urge on your Lordship the advisability of refusing to allow the cargo to be disembarked at this port.

Sir Lloyd's letter has no connection with your Lordship's despatches Nos. 23, 24, and 31 on the same subject, which arrived after it had been written, and are being forwarded to Sir Arthur Hardinge at Machakos.

I have, &c.
(In the absence of Sir A. Hardinge),
(Signed) BASIL S. CAVE.

Inclosure in No. 206.

Sir L. Mathews to Mr. Cave.

(No. 24.)
Sir, *Zanzibar, February* 18, 1899.

REFERRING to my letter of the 28th ultimo, *re* steam-ship "Bhundara's" cargo, I have the honour to state that, although I agreed to adopt the measures proposed by Sir Richard Thorne Thorne, and directed Dr. Johnson, Zanzibar Government Plague Officer, to carry out the Regulations of the Venice Convention, 1897, in deference to the orders contained in the telegram you received on the 28th ultimo from Her Majesty's Government, I am still of opinion that a ship is foul, once the plague has entered her, and that in time it will be found that where rats are, the plague will be carried over the whole hold of the ship, and by so doing contaminate the cargo, and be a source of great danger to those working the cargo, and, through them, the population of the place they live in. In my opinion, a ship that has had plague on board during her voyage to Africa, should be discharged in quarantine, bags changed, hold thoroughly disinfected and fumigated, and the labourers and crew placed under observation for twelve days after the cargo has been discharged. Another thing, with a Company working on the cheap lines of the British India Steam Navigation Company, I fully expect the greatest portion of bags generally used are old or have been used before, and that if the British India Steam Navigation Company are not the actual owners of the cargo they gave little or no attention in the way of ascertaining whether the bags were new or not, and as they have in this instance embarked coolies with plague I cannot but presume that no precautions whatever were taken to ascertain whether the cargo came from infected store-houses or not.

The above was my reason for wishing to shift the food-stuff into new bags, and it would appear that the origin of the epidemic in Tamatave lends some support to this view of the case. In a recent issue of the "Journal Officiel de Madagascar" there is a report by the Chief Medical Officer on the outbreak of the disease in that place. After passing in review the evidence bearing on outbreak, he says that he finds himself bound to depart from the idea that the contagion was carried into Tamatave by people arriving there from Mauritius or India, a proposition which he at first was inclined to

favour, and that he is forced by necessity to arrive at the conclusion that the epidemic had its origin because of infection conveyed to those who were working rice imported from India. The reasons given are, that all of the first cases occurred among coolies who were employed by the houses importing rice, and that those coolies had not been to any place where there there was plague, so that they could not have contracted the disease outside of Madagascar.

If his Lordship could only see the British India boats out here as pitted against the French and German splendid well-found steamers, he would, I feel certain, say very little about British interests, which now means British trade run in foreign bottoms. The British India Steam Navigation Company's ships are such that very few people care to travel in them.

For the sake of the native population here, I ask you to again communicate the views of the Zanzibar Government to his Lordship, and to bring to his notice the advisability of forcing India to make new laws regarding ships leaving Indian ports in the manner the steam-ship "Bhundara" left Karachi, and to force the captains of the British India Steam Navigation Company's ships, under heavy penalties, to return to their port of departure or nearest Indian port without delay when plague is discovered on board their ships. The Portuguese South are issuing strong regulations which will probably protect them from plague, the Germans will do the same (the steam-ship "Bhundara" would never have been allowed to enter any of their ports), and if we do not follow on we shall be placed in strict quarantine by all foreign Powers, what will then become of, I will not say Imperial trade, but trade such as it is, as carried on by the British India Steam Navigation Company's boats. We should lose all the German and French shipping for the sake of a few antiquated steamers of the British India Steam Navigation Company, who do little or no good for the country.

Finally, with all respect to his Lordship the Marquess of Salisbury, I would ask if we are to be bound by the Venice Convention, or if we are to be allowed perfect freedom in the enacting of regulations to deal with the suspected or infected ships.

I have, &c.

(Signed) LLOYD WM. MATHEWS,

First Minister and Treasurer of the Zanzibar Government.

No. 207.

Dr. Mackinnon to Foreign Office.—(*Received March* 18.)

Mombasa, February 23, 1899.

Sir,

I HAVE the honour to report that the transport to Uganda is being carried on as before by means of our own carts and contractors.

Mules.—The 150 mules which arrived here on the 14th January were handed over to the Uganda Railway to enable them to place food up-country for the use of the party which were to be sent to repair the Uganda road. Now that it has been determined not to undertake the repair of the road, the Railway are using these mules for the transport of the Lake steamer which has been handed over to them. The 150 mules asked for by telegraph on the 19th December are to replace these.

Of the lot of mules which arrived on the 25th November, I regret to report that by the 22nd January, the latest reports to hand, we already had lost eight from "horse sickness."

In connection with this matter, I inclose a copy of a letter received by Mr Stordy, Uganda Transport Veterinary Surgeon, from Dr. Edington, the authority on horse sickness, confirming Mr. Stordy's diagnosis.

Orders have been issued for Dr. Edington's recommendations and precautions to be carried out as thoroughly as possible; 500 pack saddles have been received from India, and have been sent to railhead. They will be sent up-country with the mules due on or about the 12th March.

Donkeys—Mr. Johnson reports from Nandi on the 4th January, 1898:—

"Mortality amongst donkeys has been abnormally heavy for the past three months, and appears to be increasing. *Post-mortem* examinations carried out on several of our animals have demonstrated the presence of four different varieties of tape and intestinal worms in the peritoneum and intestines, specimens of which I have preserved and made a subject of special report to the veterinary officer, Uganda Transport. It is noticeable

that the animals sicken more rapidly when stationary, but I am in hopes that daily changes in their area of grazing and watering places may act beneficially with regard to this affection."

Cattle.—Mr. Johnson reports that the pleuro-pneumonia that had broken out at Nandi in September last had completely died away, but was reported to be prevalent among Government cattle at Mumias, in Kavirondo, and so prevented bullock transport being worked in that direction.

The 1st Battalion Uganda Rifles (Lieutenant-Colonel Evatts) had, with the exception of one company, arrived at Mumias on the 7th January last, and were sent forward from there by the 12th January. The last company was due to arrive at Mumias a few days later.

Her Majesty's Commissioner and Consul-General, Uganda, writing on the 7th January from Kampala, has informed me that the 27th Bombay Infantry, it was expected, would start for the coast about middle of march, and were to be brought down by porters engaged up-country in charge of Mr. Grant. At the same time, he asked me to arrange food supplies, &c., to be sent to railhead and various points along the route. These orders are being rapidly carried out.

Food Supply.—I regret to report that, owing to drought and other causes, Kikuyu has for the present quite failed as a source of food supply. We have always dependod on this part of the country for food to carry caravans across the foodless part from Kikuyu to Kavirondo, twenty days' march, and its cost averaged about 1 anna per lb. We have now to supply rice from the coast at a cost of at least 6 annas per lb. at Kikuyu.

The local price there is from 8 to 12 annas, according to the amount in the market at the time.

The cost of food will, therefore, add largely to that of transport until the railway reaches Kikuyu.

I have, &c.
(Signed) A. D. MACKINNON, *Director,*
Uganda Transport.

Inclosure in No. 207.

Dr. Edington to Mr. Stordy.

Bacteriological Institute, Grahamstown,
October 10, 1898.

Sir,

I HAVE the honour to acknowledge receipt of your favour of the 22nd ultimo in regard to the mortality among the mules and horses of the transport.

In expressing my satisfaction at the receipt of so clear and accurate Report, I may add that the details admit of my saying with certainty that the disease in question is undoubtedly the true African horse sickness.

I am sending to you copies of two of my Reports, which may be of service and interest to you.

In regard to prevention, you may be aware that exposure of the horses in the field during the time that the grass is still wet is a fruitful cause of the disease.

I should advise you to prohibit grazing at all, and to feed the animals on grass which has been cut and exposed to the sun for some time, so as to admit of its being thoroughly dry. A recent experience of what occurs at Eshowe shows that careful stabling was insufficient to prevent the disease unless the fodder had been carefully dried previous to being given to the animals. If I can be of any further service either by advice or assistance I shall gladly do so.

I have, &c.
(Signed) ALEXANDER EDINGTON, *M.D.*,
Director.

No. 208.

Dr. Mackinnon to Foreign Office.—(*Received March* 18.)

Sir, *Mombasa, February* 23, 1899.

I HAVE the honour to inclose, for your information, a copy of a letter addressed by me to Sir A. H. Hardinge on the subject of my estimate for Uganda transport for the year 1899–1900, showing how the reduction of 2,600*l*., as cabled to you, is attained.

I have, &c.
(Signed) A. D. MACKINNON,
Director, Uganda Transport.

Inclosure in No. 208.

Dr. Mackinnon to Sir A. Hardinge.

Sir, *Mombasa, February* 9, 1899.

I HAVE the honour to return herewith the telegram in regard to Uganda transport handed by you to me this morning.

In reply thereto, I beg to inform you that we have sufficient carts for all requirements now in the country or on their way out from England.

My estimate for "animals," with those we already have, and those now on the way here, should cover all requirements for the year 1899–1900.

Following the lines suggested by you on the 5th instant, and estimating for the Cape boys only to the completion of their term of service, viz., 12th October, and replacing them, and from that time to the end of the financial year by Swahilis, I have effected a reduction of 1,016*l*.

This sum, together with the sum of 1,600*l*. estimated for for "stable guards," who are to be replaced hy military patrols, makes a total reduction in my original estimate of 2,616*l*.

Mr. Whitehouse's estimate of 10,000*l*. for the repair of the road was not included in my estimate for Uganda transport.

I have, &c.
(Signed) A. D. MACKINNON,
Director, Uganda Transport.

No. 209.

Viscount Cromer to the Marquess of Salisbury.—(*Received March* 19.)

(No. 7. Africa.)
(Telegraphic.) P. *Cairo, March* 19, 1899.

THE statement of the Uganda Commissioner, reported in your Lordship's telegram No. 10, Africa, to the effect that the sudd begins at Shambeh, accords with the information we possess. In November, 1898, a gun-boat went from Fashoda and arrived at a point on the Bahr-el-Zeraf, within about 20 miles of the junction of that river with the Nile to the north of Shambeh.

It is hard work to cut through the sudd, but we may perhaps be able to get a boat through by so doing when the river rises, but at present nothing can be done.

Martyr's proposal to occupy nothing north of Bedden seems to me to be the best plan. No difficulty is anticipated in proceeding to Bedden from Shambeh if once a boat succeeds in getting to the latter place.

No. 210.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 20.)

(No. 24. Africa. Very Confidential.)

My Lord, *Berlin, March* 15, 1899.

IN continuation of my despatch No. 19, Africa, of the 10th instant, I have the honour to report that on the evening of the 11th instant I had the honour of meeting the German Emperor at dinner at the house of the Chancellor of the Empire. His Majesty had just received Mr. Cecil Rhodes, and on shaking hands with me said that he had come to an arrangement with him.

I replied that nothing would give me greater pleasure, and inquired whether Mr. Rhodes had agreed to the conditions to which His Majesty had referred in his conversation with me on the 6th instant, as reported in my despatch No. 18, Africa, of the 10th instant.

The Emperor replied that Mr. Rhodes had suggested these conditions himself. His Majesty spoke in terms of admiration of Mr. Rhodes' breadth of view and grasp of subject.

Later in the evening, after a somewhat prolonged conversation with the Chancellor and M. de Bülow, the Emperor sent for me to sit beside him, and although Admiral von Hollmann, the former Minister of Marine, was on his other side, His Majesty spoke with great freedom of his conversation with Mr. Rhodes. The business part of it had been rapidly concluded, and then His Majesty had said that Germany had begun her colonial enterprise very late, and was, therefore, at the disadvantage of finding all the desirable places already occupied. To this Mr. Rhodes had replied that there was still one quarter in which much remained to be done, and in which, in former ages, mighty Empires had flourished. He referred to Asia Minor and Mesopotamia.

The Emperor said that it had been his dream for many years that English goods should be carried to India on German rails. He had been working steadfastly with this purpose in view, and I could, therefore, understand the anxiety which induced him to visit me on the 6th instant, when he feared that the action of Her Majesty's Ambassador at Constantinople might cause the Sultan, who hitherto had been very well disposed towards his idea of developing the resources of countries which were formerly so prosperous, to frustrate his plans by playing off Germany and England against each other.

He had heard with great satisfaction that Sir Nicholas O'Conor had explained that he had no desire to prevent the construction of the port at Haidar Pasha and the Anatolian railway, and now Mr. Rhodes had re-echoed His Majesty's own sentiments, and had pointed out that it would not be sufficient to construct a railway, but that it would be necessary to reopen the canals which dated from the time of Nebuchadnezzar.

Busurah, of course, would be an English depôt, from which English steamers would speedily convey the goods which arrived there by train to Bombay. The arrangement recently concluded between Germany and Roumania had considerably shortened the journey from Berlin to Constantinople, and it might be possible to construct a bridge over the Bosphorus, which would admit of an uninterrupted line of railway from any part of the Continent of Europe to the Persian Gulf.

The Emperor expressed regret that Mr. Rhodes was not his Minister, as with such a man His Majesty could have done great things.

I called upon Mr. Rhodes on the 12th instant, and informed him of the favourable impression he had created on the Emperor. He replied that he had noticed that as soon as he mentioned the word "Mesopotamia," he had won his case, and that then he had referred to the glories of Nineveh and Babylon. The Emperor at once became enthusiastic, and Mr. Rhodes took the opportunity of pointing out that the prosperity of the great Empires which had flourished in those parts was due to irrigation rather than to war.

Mr. Rhodes said that he hoped he had done no harm in favouring the Emperor's ideas. It seemed that the Latin races were in a state of decay, and that the future of the world belonged to the Teutonic and the Slav races. It was probable that eventually a conflict would arise between England and Russia as the principal Representatives of those races. England had no intention of going to Asia Minor and Mesopotamia. She had enough to look after in India and China, and he thought

it would be, from a political point of view, well worth her while to take advantage of the enthusiasm of the German Emperor, and to encourage him in his ideas of developing Asia Minor and Mesopotamia, where he would prove a powerful force on the flank of Russia, if she should attempt to march through Persia to the Persian Gulf.

Mr. Rhodes tald me that he had been occupied for several hours on that day in discussing the terms of the Agreement with regard to his telegraph, and that he had been obliged to yield with regard to the clause relating to the renewal of the rights of the Emden-Valentia Cable Concession, which, in his opinion, ought to have been kept entirely apart from his negotiations. He had, however, been unable to carry his point, and he trusted that your Lordship would see your way to meet the wishes of the German Government in this respect.

I have, &c.
(Signed) FRANK C. LASCELLES.

No. 211.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 20.)

(No. 25. Africa. Very Confidential.)

My Lord, *Berlin, March* 16, 1899.

THE Emperor and Empress honoured me by their presence at dinner at Her Majesty's Embassy on the 14th instant. I had previously ascertained that the presence of Mr. Cecil Rhodes would be agreeable to His Majesty, and I had therefore included him in the list of my guests, and had the honour of presenting him to Her Majesty the Empress.

In the course of the evening the Emperor had a long conversation with Mr. Rhodes, a portion of which I had the privilege of hearing.

The Emperor made several inquiries as to the construction of the telegraph line, the material of which the poles were made, and questions of that sort. Mr. Rhodes, having given the information, added that there was one point to which he would wish to direct His Majesty's attention. It was possible that when he arrived on the German frontier he might find that the Governor might deem it necessary to protect him with a large escort, and this he was anxious, for purely economical reasons, to avoid. The Telegraph Company was, in fact, himself. He had no shareholders, for although his associates were fond of philanthropy and 5 per cent., they did not care so much about the former without the latter. He had already spent 100,000*l.* upon this enterprise, and it would be a serious consideration for him to be saddled with the expense of a large escort, for which he did not see the necessity. He was convinced that His Majesty, with his large ideas, would sympathize with him in his attempt to submit barbarism to civilization, but he did not wish to spend more than was necessary for personal protection.

Referring to the question of the railway, Mr. Rhodes said that he would be up to His Majesty's frontier in five years' time. The Emperor, after making some inquiries as to the gauge of the railway, said that he would be ready for him by that time. Mr. Rhodes replied that he hoped that this might be the case, but that His Majesty must not be discouraged if he found his own people a little slow. He himself had had exceptional advantages. He had worked in an unknown country, and had not been hampered by a Constitutional Government, or by responsible Ministers. M. de Bülow, who was listening to this part of the conversation, seemed amused by this remark. The Emperor replied that he would see that his officials were up to time, and that he would "dig his spurs into them."

Mr. Rhodes then said that he could understand that Germany, who wished for colonial expansion, should have experienced some disappointment at finding that the most eligible parts of the globe were already occupied by others, who had begun colonizing more than 100 years before, but there was still much to be done, and he referred especially to the Valleys of the Tigris and Euphrates, where in former ages mighty Empires had existed, which might be re-established, if the ancient system of irrigation were reintroduced—a remark which evidently caused His Majesty the greatest satisfaction.

Mr. Rhodes alluded to the question of the "open door," a system which admirably suited both Germany and England, who could compete on equal terms,

and to whom the opening of new markets afforded great opportunities. But this was not the case with a country like France, which could not produce at the same price. He believed the difference to be about eleven to fifteen. If, therefore, the principle of the "open door" were to be applied to Madagascar, the result would be that a monopoly would be created in favour of English and German trade, and the French trade would be completely annihilated, a result in which we could not expect France to acquiesce.

Mr. Rhodes then ventured on somewhat delicate ground. He said that some three years ago he had put himself in the wrong, and His Majesty had expressed his opinion very clearly on the subject. No doubt His Majesty had been right, but the fact was that, to use Mr. Rhodes' words, "my own people were fond of me. They felt that I had done some service to the State, that I had added some provinces to the Empire, and that, although I was a naughty boy who deserved to be whipped, the whipping ought to come from them." Mr. Rhodes said that he only mentioned this to explain matters to His Majesty, and that he felt sure that if one of His Majesty's subjects, who had rendered equal services to the State, had put himself in the wrong, His Majesty would have administered the punishment himself, but would have resented any attempt to do so on the part of any one else.

His Majesty replied that he could only wish that he had a subject who could render him such services, and he expressed his great satisfaction at the good relations which now existed between the two countries, which, turning to me, he said began after a conversation which he had with me at Friedrichshof last August.

I replied that His Majesty did me far too much honour, and that I had more than once had occasion to complain to him of the importance which he attached to my action on that occasion, which consisted in reporting His Majesty's language to your Lordship, and in informing him of what I know to be the desire of Her Majesty's Government, and of what I believed to be the general wish of the people in England, to come to a good understanding with Germany.

As their Majesties left the Embassy, I took the opportunity of thanking the Emperor, not only for having honoured me with his presence at dinner, but also for having allowed me to listen to his conversation with Mr. Rhodes, which I considered the most interesting I had ever heard.

His Majesty, after making some very amiable and jocose remarks, with which I need not trouble your Lordship, said that he had been intensely interested by his conversation with Mr. Rhodes, whose visit to Berlin, he was convinced, would produce the most satisfactory results.

I have, &c.

(Signed) FRANK C. LASCELLES.

No. 212.

Local Government Board to Foreign Office.—(*Received March* 20.)

Sir,

Whitehall, March 18, 1899.

I AM directed by the Local Government Board to acknowledge the receipt of your letter of the 28th ultimo, and of its inclosures, relative to the proposal to establish a Quarantine station on Manda Island, and I am to forward to you, for the information of the Marquess of Salisbury, the accompanying copy of a Minute on the subject by Sir Richard Thorne, Medical Officer to the Board.

I am, &c.

(Signed) JOHN LITHIBY,

Assistant Secretary.

Inclosure in No. 212.

Minute by Sir R. Thorne.

MY knowledge as to establishments of the class referred to in the despatch from Sir A. Hardinge, and the inclosed Estimate (A) of the 17th January, 1899, is confined to countries concerning which and their peoples I have some acquaintance. I have no such

knowledge as regards East Africa, nor have I any proper acquaintance with the social and religious questions which are involved in the traffic of coolies between British India and East Africa.

Hence the only points that occur to me as possibly calling for consideration in this very carefully compiled estimate, are :—

1. The "Annual up-keep" is held to require :—

4 hospital assistants,
6 Indian sweepers,
2 Indian cooks,
40 guards,
2 non-commissioned officers, and
4 boat boys.

I have been under the impression that since plague first appeared in Bombay in the autumn of 1896, the need for a complete sanitary staff in connection with such an establishment never arose in East Africa until the recent case of the "Bhundara"; and I am not aware that a similar permanent organization on this scale has been called for in connection with the importation of cholera into East Africa.

There is obviously no parallel between a country like England, where the port medical officer of health, and the caretaker of the hospital, can at once secure skilled assistance of every description, and East Africa where difficulties such as those set out by Sir A. Hardinge obtain. But, unless so many of these fifty-eight people as are not required for maintaining the establishment in readiness for use, are provided with definite occupation apart from the hospital and camp, difficulties will probably arise with them. The same question does not appear to arise as regards the two medical officers, since it would appear that, as yet, there is no organized medical inspection of all incoming vessels such as is necessary not only to protect the health of the Colony against infection generally, but also for the purposes of giving effect to the Conventions to which Her Majesty's Government have become a party, and which have for their object to prevent the importation of plague and cholera. If, on occasion, a single medical officer cannot be replaced, a second permanent medical officer is obviously needed; and two officers would, of course, be required when both hospital duties and the current inspection of incoming vessels had to be carried on at the same time by the same staff.

2. With regard to the sum of 1,000*l.* for the disinfecting stove including freight and erection, I can again form no judgment except on the experience of this country, where the most expensive and a most efficient steam apparatus, the "Washington-Lyon," costs about 200*l.*, and is commonly inclosed with its furnace, and a store for coals, clothing, &c., in an excellent brick building for another 300*l.*, say, about 500*l.* in all. But this probably includes free delivery at the spot where it is to be erected.

(Signed) RICHD. THORNE THORNE.

March 13, 1899.

No. 213.

Sir C. Stephen to the Marquess of Salisbury.—(*Received March* 24.)

(No. 9.)

Dresden, March 21, 1899.

My Lord,

IT is always interesting to observe the attitude of public opinion in this country with regard to England, when questions of Colonial, and more especially African policy arise, and I have accordingly not failed to pay particular attention to any indications which I could ascertain as to the feelings with which the news of the recent proceedings at Berlin in connection with the visit of Mr. Rhodes have been received in Saxony. It would, of course, have been idle to look for a display of enthusiasm in favour of friendly negotiations with a gentleman, whose very name in most German minds awakens memories of the political tension that followed the Jameson raid, and who ever since that unfortunate incident has become the principal bugbear of the Anglophobe press; but if there has been an absence of cordiality, there has also been no outburst of animosity, and there appears to be a general disposition to await further developments without in the meantime expressing too definite an opinion. In official circles here great reserve has been maintained whenever, in the course of conversation, the subject was touched upon in my presence, and similarly, when a few nights ago I had the honour of sitting next to the King on the occasion of a dinner at the Palace, His Majesty, while seeming to be interested in the personality of Mr. Rhodes, studiously refrained from passing any

criticism on recent events, which might have been interpreted as showing either approval or displeasure. In the comments of the Saxon press the predominant note is one of surprise, and several papers quote and emphatically indorse the remark of a Rhenish organ, that "in German policy nothing is constant but change." It is, however, characteristic of the more friendly spirit, which, as I had the honour to point out in a previous despatch, No. 7 of the 12th March, has of late been manifested towards England, that even National-Liberal and Bismarckian journals should have contented themselves with dwelling on the need of caution, instead of denouncing as criminal folly the mere suggestion of a compromise with England on African matters, and counselling the complete rejection from the outset of any proposals emanating from Mr. Rhodes, as they certainly would have done a year ago. As your Lordship is aware, there is a party in Germany which professes to regard British and German interests in Africa as being diametrically opposed to each other, and which never grows weary of complaining that Germany got the worst of the bargain with reference to Zanzibar and Heligoland; but since the conclusion of the Anglo-German *entente* of last summer, and still more under the influence of the great impression that was created in this country by the British victory at Omdurman and the subsequent withdrawal of Major Marchand from Fashoda, even that party has adopted a less truculent attitude, and it is gratifying to notice that practically no opposition is offered in the press to the reported agreement, whereby part of the telegraph-line from Cairo to the Cape is to be erected on German territory. With regard to the railway scheme, considerable apprehensions are expressed less the German negotiators should "once again" have been outwitted, but it is recognized that, if the necessary conditions have been imposed, German East Africa might derive material benefit from the proposed line. The necessary conditions, in the opinion of these papers, are that the portion of the line which would run through the above-mentioned Colony should be exclusively financed by German capital and controlled by German officials. This, it is maintained, is the point where caution is most needed, for British capital, under the guidance of Mr. Rhodes, may become "a gigantic spider silently and unobtrusively spinning its web around Germany's African possessions."

I have, &c.
(Signed) A. CONDIE STEPHEN.

No. 214.

The African Transcontinental Telegraph Company to Foreign Office.—
(Received March 24.)

15, *St. Swithin's Lane, E.C., March* 23, 1899.

Sir,

AS you are already aware, I have lately concluded arrangements on behalf of the African Transcontinental Telegraph Company, Limited, to carry its line through German East Africa to the southern boundary of Uganda. To complete my transcontinental scheme I shall have to construct a further section through Uganda and the adjoining territories under British protection to the boundary of the Soudan, and propose to send forward the poles and material required for this section over the Mombasa Railway. I would accordingly ask Her Majesty's Government to give me the right to erect this section between German East Africa and the southern boundary of the Soudan. As this is of considerable importance I would respectfully ask to be favoured with an early reply.

I have, &c.
(Signed) C. J. RHODES.

No. 215.

*The Marquess of Salisbury to Sir A. Hardinge.**

(No. 100.)

Foreign Office, March 24, 1899.

Sir,

I TRANSMIT a printed copy of a Report by Mr. Whitehouse,† Chief Engineer to the Uganda Railway, inclosing an extract from a Report from Commander Whitehouse, dated the 1st ultimo, describing his proceedings on his recent visit to Lake Victoria.

* Also to Mr. Berkeley (No. 51).
† Mr. Whitehouse, No. 57, February 21, 1899 (see Uganda Railway print, 1899).

On pp. 8 and 9 of the print you will find observations by Commander Whitehouse respecting "raids" undertaken by officials of the East Africa and Uganda Protectorates. The expression is presumably used to indicate a punitive expedition, but seems to show that the operations of these officials are open to misconstruction in the minds of those who should be acquainted with their true nature. I should wish to have any observations which you may wish to offer on the subject.

On p. 9 definite statements are made that dying porters who had been deserted by their caravans were picked up by Commander Whitehouse's party. Strict inquiries should be made into the circumstances, and the guilty persons, if any, should be adequately dealt with.

You are authorized to communicate this despatch, of which a duplicate has been sent to Mr. Berkeley, to the Chief Engineer, and to call for any explanations which Commander Whitehouse may wish to offer in support of his statements.

I am, &c.

(Signed) SALISBURY.

No. 216.

The Marquess of Salisbury to Sir A. Hardinge.

(No. 102.)

Foreign Office, March 24, 1899.

Sir,

I HAVE had under my consideration, in communication with the Law Officers of the Crown, the cases of (1) Abubakr-bin-Abdulla and (2) Mr. Reich, as dealt with in your despatches No. 19, Treaty, of the 9th November, and Nos. 20 and 21, Treaty, of the 17th November.

I consider that Abubakr must be treated in Zanzibar as a subject of that State. Even if he has acquired the right according to German law to be treated as a German subject, nothing has occurred to absolve him from his allegiance to the Sultan. The German Government cannot by its mere act transfer to itself the allegiance of Zanzibaris, although it can, if it please, give them the privilege of being treated as German subjects in German possessions.

Whether the inhabitants of the German Protectorate are German subjects or not depends on considerations of German law. The Treaty with Germany mentions only subjects, but the most-favoured-nation clause entitles Germany to the same treatment as France. So far as the text of both the German and French Treaties is concerned, the privileges afforded by them appear to be confined to German and French subjects and to persons in their employment.

If, however, there has been a continuous usage under which persons not properly speaking "Frenchmen" have been treated as Frenchmen for the purposes of the Treaty as having certificates of protection from the French authorities, it may be difficult to confine the rights of France, and consequently those of Germany, to what the terms of the Treaty strictly read import.

In the absence of any such well-defined usage, it would appear that the rights of both France and Germany are confined to the case of those who are properly speaking their subjects, or those who are in the employ of their subjects.

With regard to the case of Reich, his submission to the jurisdiction prevents the German Government from being entitled to insist that he was improperly convicted. The right of trial by his own Consular Court is one that may be waived by the defendant; while in view of the fact that the offence for which he was tried was for having fire-arms in his possession contrary to the provisions of the Brussels Conference and of the laws made in pursuance of those provisions, he was amenable to the jurisdiction of the Court which tried him.

It seems quite clear that in practice the provisions of the Brussels Conference in regard to fire-arms would become a dead letter unless all persons who offend against them of whatever nationality are amenable to the Courts of the State within whose territory the offence has been committed. It is obvious that it is by that State that the prohibition against importation must be enforced, and this applies also to the enforcement of penalties for unlawful possession. The implication, therefore, is that the Brussels Conference superseded the right of exterritoriality in the case of offences against its provisions in respect of fire-arms, and that Reich was properly tried.

In any further correspondence which you may have with the German Consul with reference to these or similar cases you should pursue the lines of argument now suggested.

I am, &c.
(Signed) SALISBURY.

No. 217.

Mr. R. Rule to Foreign Office.—(*Received March* 25.)

11, *College Road, Mount Radford, Exeter,*
March 23, 1899.

Sir,

I HAVE the honour to send you further particulars of the pearl oyster fisheries in East Africa, concerning which I had an interview with you on the 17th instant in London.

The accompanying chart is marked in red showing the boundaries of the Concession applied for, within which the industry of pearl oyster fishing will be carried on.

It includes all waters, banks, reefs, shoals, islands, &c., within the 35 fathoms line of soundings, along the coast of the British East Africa Protectorate, and is bounded on the south by the Anglo-German boundary, and on the north by the River Juba. It also includes the surrounding waters, banks, reefs, shoals, islands, &c., of the two main Islands of Zanzibar and Pemba.

In addition to the right of carrying on a pearl oyster fishery in the waters surrounding the coasts specified, it is proposed to rent from the Zanzibar Government the Islands (or portions thereof as may be arranged) of Tumbatu, Puope, Chumbe, Kwale, and Pungmue, together with a portion of land called Chuaka Head on Zanzibar Island itself.

At Pemba the Islands (or portions thereof as may be arranged) of Mbali Ujao, and Makungwi, and any portion of the main Island of Pemba which may be convenient waste land.

And off the British East African Coast the Island of Sü (or any portion thereof as may be arranged) near Wazin.

All of these islands and lands are marked separately on the chart in red, and will be used as depôts for the purpose of stacking and cleaning shells, building shelters, refuges, and sheds, and for other general purposes connected with the fisheries.

Lastly, I may point out that, owing to the fact that I have not been able to efficiently survey these waters with European divers, it is difficult to actually specify any particular spot or oyster bank.

I shall be happy to supply any further information in my power when required.

(Signed) ROBT. RULE.

No. 218.

Treasury to Foreign Office.—(*Received March* 25.)

Treasury Chambers, March 24, 1899.

Sir,

THE Lords Commissioners of Her Majesty's Treasury have had before them your letter of the 20th instant, with inclosures, ending with two letters of the 7th instant from the Exchequer and Audit Department relative to proposals—

1. With the object of overcoming the arrears in the rendering of the accounts of the receipt and expenditure of the Uganda Protectorate; and

2. For dispatching an Auditor from Mombasa to relieve the Local Auditor of Uganda, Mr. Phelips, whose leave of absence will shortly be due, and for making other arrangements required in consequence of the great increase in the audit work of Uganda.

I am directed to reply that my Lords readily concur in the arrangements which have been agreed upon between the Secretary of State for Foreign Affairs and the Comptroller and Auditor-General after the full consideration which they have received.

The effect of the measures for accelerating the rendering of the accounts will be, generally, as follows:—

1. The accounts for the period to the 30th September, 1898 (with those for the year 1897–98 kept separate), will be made out in more simple form, and will be supported by detailed schedules and abstracts only, certified by the Commissioner, the Chief Accountant, and the Local Auditor. This arrangement may continue for the present.

2. The accounts of expenditure will be examined locally by the officers of the Exchequer and Audit Department until the examination has been brought up to date.

3. For the future, cash accounts need not be made out in duplicate, and all pay-sheets, before transmission to the Exchequer and Audit Department, will be examined by the Local Auditor. In all other cases vouchers for expenditure should be sent home with the accounts.

My Lords approve of the following arrangements as regards the Audit staff:—

1. Mr. Bowring, the Assistant Auditor of the East Africa Protectorate and the Uganda Railway, may be sent for special duty in Uganda, in place of Mr. Phelips, on a tour of service of at least twelve months, and he may be paid during such employment at the rate of 400*l.* a-year, dropping his pay from East Africa and the Uganda Railway in the meantime.

2. To provide for Mr. Bowring's present duties as Assistant Auditor of the East Africa Protectorate and the Uganda Railway, Mr. E. M. Knox, one of the clerks in the Colonial Audit Branch of the Exchequer and Audit Department, may be detached with a salary payable from East Africa and Uganda Railway funds of 300*l.* a-year and halt that rate from the date of embarkation until his arrival in East Africa. His passage to and from East Africa will be payable from Uganda funds.

3. A clerk may be engaged at Mombasa for three years' duty in Uganda, to assist the Local Auditor, at a salary of 150 rupees a-month, with three free loads a-year if a European.

The original inclosures to your letter are herewith returned.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 219.

Foreign Office to Mr. C. J. Rhodes.

Foreign Office, March 25, 1899.

Sir,

I HAVE laid before the Marquess of Salisbury your letter of the 23rd instant asking permission to continue the African trans-continental telegraph line through Uganda and the adjoining territories under British protection to the boundary of the Soudan, and I am directed by his Lordship to state that the matter will receive immediate consideration.

I am, &c.
(Signed) T. H. SANDERSON.

No. 220.

*Foreign Office to Treasury.**

Foreign Office, March 25, 1899.

Sir,

I AM directed by the Marquess of Salisbury to transmit to you, to be laid before the Lords Commissioners of Her Majesty's Treasury, a copy of a letter from Mr. Cecil Rhodes† asking permission to continue the African trans-continental telegraph line through Uganda, and the adjoining territories under British protection, to the boundary of the Soudan.

Lord Salisbury would be glad to know the opinion of the Lords Commissioners

* Also to General Post Office and Colonial Office, *mutatis mutandis*.

† No. 214.

as to whether this permission should be granted, and, if so, whether any and what conditions should be attached to it.

Similar letters have been addressed to the General Post Office and Colonial Office.

I am, &c.
(Signed) T. H. SANDERSON.

No. 221.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 27.)

(No. 28. Africa.)
My Lord, *Berlin, March* 22, 1899.

A QUESTION was addressed to the Secretary of State for Foreign Affairs, on the occasion of the third reading of the Foreign Office Estimates in the Reichstag yesterday, relative to the nature of the negotiations which had recently been carried on between the Imperial Government and Mr. Cecil Rhodes.

Herr von Bülow replied that, although he was not at that moment in a position to communicate all the details of the recent exchanges of views, he was prepared to say all that could be said without fear of injury to the subject itself. An arrangement had been come to in so far as concerned the laying of a telegraph line through the German East African possessions, in connection with the trans-African line from South to North, between the Imperial Government and the trans-African Telegraph Company. The coming into force and publication of this arrangement depend upon the further progress of other negotiations. But he could assure his hearers that German sovereign rights and German interests had been carefully safeguarded in the arrangement.

The trans-African Telegraph Company was authorized by the Agreement entered into to continue their telegraph line through German territory at their own expense; it must be completed within five years at least; whilst the Company's servants and workmen are to be subject to German law during their stay in German East Africa, and must obey the orders of the German Governor. The Company are further bound to furnish a special wire, in addition to those required for their own purposes, from the Rhodesian station nearest to the German frontier to the British East African station nearest the German frontier. The above wire to be for the use of the German East African telegraphs, and to be the property of the Government, which will keep it in order, and supply any further wires that may be required. The German Government has the right to build at their expense and maintain telegraph stations in German East Africa, and they have the right to take over the line without payment at the end of forty years.

The proposals for laying a railway through German East Africa have consisted so far, Herr von Bülow added, in quite confidential exchanges of views, which had not resulted in any definite conclusion being come to; but no agreement will be accepted in which German interests are not thoroughly secured.

I have, &c.
(Signed) FRANK C. LASCELLES.

No. 222.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 27.)

(No. 29. Africa.)
My Lord, *Berlin, March* 23, 1899.

WITH reference to previous correspondence I have the honour to inform your Lordship that on the 21st instant, at the final sitting of the Reichstag before the Easter recess, a Resolution was moved by leaders of the Conservatives, Clerical and National-Liberal Fractions praying the Imperial Chancellor to cause the necessary sum to be granted during the present Session, for the purpose of indemnifying the Denhardt Brothers for the losses incurred by them through the cession to Great Britain of the Sultanate of Witu.

Dr. Lieber, the leader of the Clerical party, stated that a letter had been received

from which it appeared that if financial aid was not promptly forthcoming the Denhardt Brothers would sustain a fresh loss of 20,000*l.*, owing to their inability to maintain their plantations.

He urged that a certain sum should be advanced, while the negotiations with England were pending, in order to preserve them from absolute ruin.

The Resolution was adopted by a large majority.

The Director of the Colonial Department of the Foreign Office stated in the course of the discussion that he was willing to do all in his power in order to satisfy the Denhardt claims.

It was his intention, concurrently with the negotiations with England, to move the Imperial Government itself to grant an indemnity, and he trusted that he would succeed in these proposals. In his opinion, although the claims did not possess a foundation in law, there were yet considerations of equity in favour of the award of an indemnity. The application should, however, not be made through a private channel, nor should the claims be set too high.

During the last nine years the Imperial Government had not been idle in respect of this case. They had succeeded in inducing the British Government to propose that a portion of the claims should be submitted to arbitration, while the remaining claims might be adjudicated upon in the competent English Courts of law. The claimants had rejected this proposal, and the Director of the Colonial Department consequently considered that he was doing a great deal, in view of this proposal, by his efforts to obtain an indemnity whether from the British or German Governments.

I have, &c.
(Signed) FRANK C. LASCELLES.

No. 223.

Sir F. Lascelles to the Marquess of Salisbury.—(*Received March* 27.)

(No. 30. Africa.)

My Lord, *Berlin, March* 25, 1899.

WITH reference to your Lordship's despatch No. 146 of the 27th August, 1898, on the subject of a proposed International Agreement for the protection of rare animals in Africa, I have been informed by the Imperial Foreign Department that Major von Wissmann, who, it was intended, should represent Germany in drawing up an Agreement, may be expected to come home in the course of next month.

It is the intention of the Foreign Department, upon the arrival of Major von Wissmann, to make some further proposals to me in regard to the International Agreement alluded to above.

I have, &c.
(Signed) FRANK C. LASCELLES.

No. 224.

Treasury to Foreign Office.—(*Received March* 30.)

Sir, *Treasury Chambers, March* 29, 1899.

IN reply to your letter of the 25th instant, with its inclosed copy of a letter from Mr. Rhodes relative to carrying the African Trans-Continental Telegraph line through Uganda, &c., to the boundary of the Soudan, I am directed by the Lords Commissioners of Her Majesty's Treasury to request you to state to the Marquess of Salisbury that, before expressing any opinion on the matter, they would be glad to have an opportunity of seeing the observations of the Post Office and Colonial Office, and of learning the views entertained by the Foreign Office as the Department responsible for the administration of Uganda.

The Secretary of State will no doubt consider the propriety of limiting any Concession to a definite term of years, reserving full liberty to alter the conditions in the light of subsequent experience to be gained before the expiry of the provisional term.

I am, &c.
(Signed) FRANCIS MOWATT.

No. 225.

General Post Office to Foreign Office.—(*Received March* 30.)

Sir, *General Post Office, March* 29, 1899.

I AM directed by the Postmaster-General to acknowledge the receipt of your letter of the 25th instant, inclosing a copy of a request from Mr. Rhodes to be allowed to construct a telegraph line through Uganda and the adjoining territories under British protection, to form a link in the African Trans-Continental Telegraph line.

On the assumption that the line is to be controlled and worked by a private Company, the Postmaster-General does not think that there need be any objection to a compliance with Mr. Rhodes' application.

Probably the course open to the least objection would be that the Company should—

1. Construct the line;
2. Place telegraph offices at such points as might be agreed upon, both for through traffic and local traffic;
3. Come to an arrangement for the maintenance of the line either by its own employés or by persons employed under the Local Administration; and
4. Retain the actual working of the through line in its own hands, while the local telegraphs might be worked by the Local Administration.

The Local Administration might have the right reserved to it of terminating the arrangement at the end of a given term of years; of at any time constructing and working by its own servants additional local telegraphs in connection with the through line; of placing these telegraphs, as far as convenient, on the poles of the Company; and of establishing (for the interchange of traffic) a connection between the Company's system and the telegraphs now being constructed from Mombasa to Uganda.

The Company should, it is thought, be required to adhere to the International Telegraph Convention.

I am at the same time to ask you to be good enough to invite Lord Salisbury's attention to the remarks in a letter from this Department of the 13th instant with regard to the effect which low rates by the African Trans-Continental Line might have on the system of cable communication.

I am, &c.
(Signed) J. C. LAMB.

Further Correspondance Respecting East Africa. January to March 1899. MS Selected Foreign Office Files on Africa. The National Archives (Kew, United Kingdom). Nineteenth Century Collections Online. Web. 31 Aug. 2015.

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